

it In 1993 the Clinton Administration created the President's Council on Sustainable Development to address integration of economic and environmental concerns. The same year, the National Park Service (NPS) began its Sustainable Design Initiative, described by NPS Deputy Director John Reynolds as an effort to "learn how to do our jobs with more sensitivity and less impact."

Reynolds says one impetus for the initiative was the sense that "there were people in the design world who were ahead of the Park Service in learning about construction materials and techniques that are protective of the environment." He and others thought the Park Service should be doing

low-impact design and construction as well as or better than anyone else because of the agency's ethical and philosophical obligations to the environment.

The Park Service's commitment to sustainable design was forged at the 1991 Vail symposium, where a number of working groups gathered to chart the agency's course for the next century. NPS realized that park managers must acknowledge the interconnectedness of all biological and cultural systems if the degradation of resources was to end. The National Parks and Conservation Association and Stanley Selengut, developer of Harmony and Maho Bay camps, subsequently sponsored a meeting of landscape architects, architects, and NPS personnel. This meeting, in turn, led to a November 1991 workshop at Maho Bay, where architectural, engineering, ecotourism, and conservation professionals set guidelines for managing sensitive natural and cultural areas.

Considered the official beginning of the design initiative, the workshop resulted in publication of *Guiding Principles of Sustainable Design*, an NPS book that outlines how the concept can be applied to every aspect of planning. The book is used throughout the Park Service as a reference and a philosophical base to the initiative.

Out of this book has evolved another phase, the creation of a database of construction materials. Developed by Sally Small, historical architect at the Park Service's Denver Service Center, the database will list available materials and rate them. The information will help designers choose materials based on environmental concerns, not merely cost or aesthetic considerations.

The Park Service has plans for wide distribution of the database. Although it is now used only by Park Service designers, architects, and engineers in the Denver Service Center, eventually it will be transmitted electronically to park units nationwide. The long-term goal is to make it available to the public via the Internet. According to Small, the Park Service is "looking into opportunities for partnerships with other groups doing similar work. If that happens, I would think we'd be changing the database somewhat to

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35464

Source Conservationist, April 1993 v47 n5 p18(11)

Title What and why open space? (New York's Open Space Conservation Plan)

Author Robert Bendick and Richard Rhindress

Abstract New York's new plan identifies 75 sites that are to receive priority in the state's conservation effort, and calls for local government agencies to formulate plans in support of the state's Open space types defined in the plan include resource areas and corridors/greenways

Subjects New York (State) - Environmental policy
Open spaces - Laws, regulations, etc
Natural areas - New York (State)

Locations New York (State)

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Each of us needs some open space, places away from our normal routine where we can refresh our perspective and spark our creativity Open space provides places for recreation and relaxation, places for enjoyment and places for study, and most importantly, places for interacting with the natural world around us The open space you need may be quite different from mine you may

like the quiet of the forest, while I may prefer a summertime beach

So, too, the wild plants and animals which populate our landscapes need natural habitats to grow and flourish without the everyday disturbance of people Nature needs large undisturbed areas to provide clean water for our wells and lakes, nurseries for fish, birds and trees Preserved natural habitats are laboratories where we can learn from nature, to better understand how to live with and minimize our impacts upon natural systems

Open Space is farms, shorelines and forests where people can work the land in concert with natural systems, harvesting a living and fostering regrowth and other uses Open Space is jogging paths and playing fields, fishing streams and swimming holes, bike paths and hiking trails Open space is a deer yard and a beaver pond, a hawk's aerie and a coastal marsh, sand dune or a mossy glen Open Space is the land around an historic building which

gives it relevance in today's world, or the land around your town's wells that protects the water they produce Open Space is an urban wetland, a

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vacant lot, a back yard, or a community garden. Open Space is a rock cut where students study geology, a burial ground sacred to Native Americans, a meadow for catching butterflies.

Can we define Open Space? Yes, but the definition is broad. It varies with one's circumstance and perspective. Do we need it? Certainly, as it is essential for the well-being and even survival of many species. And we must be ever vigilant in its protection, for once lost, open space and historical sites are gone forever.

During the development of the plan 75 sites (shown on Map 2) were identified as requiring immediate attention. The plan gives priority to their early conservation.

Land conservation as envisioned in the Open Space Plan does not always mean acquisition by the state. The plan suggests a variety of strategies for conserving open space, including easements and such voluntary programs as property tax incentives and gifts, planning, land use regulations, local conservation and the encouragement of stewardship by private landowners as alternatives to the outright acquisition of land. Many alternatives will involve several players in open space conservation. Action by local governments, not-for-profit organizations, the private sector, landowners and individual citizens all are crucial to accomplishing the plan's goals. Partnerships among these players (sometimes including the state) often provide the most effective approaches.

Conserving open space means more than just leaving some of our land unoccupied. It means identifying lands with special value for New Yorkers.

It means choosing to conserve those lands so that they can serve one or more key purposes - protecting water quality, providing outdoor recreation, enhancing scenic, historic and cultural resources, providing habitat for diverse plant and animal species, maintaining natural resource-based industries, or providing places for education and research.

Late in 1992, after two years of intensive analysis and discussion by state agencies and broad citizen input, Governor Cuomo approved New York State's first statewide Open Space Conservation Plan.

The plan embodies a new concept: creating an open space framework to enhance the future of life in New York State. To realize this framework, the plan encourages counties and towns to create their own open space plans. The proposed framework, shown on Map 1, considers land resources in two groups: major resource areas/corridors/greenways, and resources of statewide

importance. The plan gives these two types of open space priority for protection.

Resource Areas are major regions of the state, such as the Finger Lakes or

Eastern Long Island, in which many important resources are clustered

Corridors and greenways are similar but stretch along geographic features such as a mountain ridge like the Shawangunks, a river valley like the Genesee or follow a major trail like the Remsen/Lake Placid Railway. The plan gives high priority to conserving natural and cultural sites within these outstanding landscapes.

Resources of Statewide Importance may be located in places away from the resource areas and corridors. Like sites within those larger areas they may include historic sites, urban parks and recreation lands, water access

sites, exceptional natural areas, working landscapes and local trails. Such sites deserve protection even though they are outside the major resource areas.

Putting the Plan Together

New York's Open Space Plan brings together an analysis of the state's resources, the knowledge and insights of professionals and the ideas of the public, local governments and the private sector.

The Department of Environmental Conservation (DEC) and the state Office of Parks, Recreation and Historic Preservation (OPRHP) compiled information from four major sources: 1) natural and cultural resource inventories, 2) evaluations of recreation need in the Statewide Comprehensive Outdoor Recreation Plan (SCORP) and its associated tourism analysis, 3) other

evaluations of need for recreation and conservation land, and 4) categories and types of land protection needs defined through past state land acquisition programs.

The two agencies also prepared a basic resource analysis covering hydrology, distribution of rare and endangered species, population distribution and density, location of drinking water supplies, existing state land ownership patterns, and recreation and cultural resource preservation needs. All this information was furnished to nine regional advisory committees for use in preparing recommendations.

Public input was central to the creation of the plan, it was built "from the bottom up" based largely on the work of the regional advisory committees. Through these committees citizens and interest groups had extensive involvement in preparing the plan. To a great extent, the ideas (such as the

concept of resource areas) presented in the plan came directly from the committees.

In response to a draft plan, the public submitted 1,282 written statements and presented 644 statements at thirteen hearings. These comments were unusual in their depth and detail and were valuable in developing the final

document

In addition to recommending policies and reviewing draft plans, regional advisory committees and members of the public recommended many sites to be protected. When these recommended sites were plotted on maps, their natural clustering gave rise to the concept of resource areas and corridors.

Next Steps for Conserving New

York's Open Space

The Open Space Plan will be a formal guide for state agency policies and programs to conserve open space. It will be updated every three years, next in 1995.

During the next two years, the state will work to evaluate the several thousand areas identified by advisory committees and the public as needing conservation. The evaluation will include mapping of natural resources, public participation and application of project eligibility and evaluation processes.

The plan also includes policy recommendations that outline 12 different areas in which state actions can help support open space protection goals.

- * Protecting farmland and working forests
- * Promoting clean water and water resource uses
- * Conserving coastal areas
- * Protecting fish, wildlife and plants
- * Protecting cultural and historical resources
- * Meeting urban open space needs
- * Care of state land
- * Disposing of state land

- * Integrating transportation planning with land conservation
- * Using tax policy to promote conservation
- * Improving public access to recreation areas
- * Revising state eminent domain policy

In these areas, the plan supports several state initiatives already underway.

and recommends development of other approaches that will advance open space goals

In sum, the plan suggests that the state's primary conservation strategy will be to work cooperatively and in partnership with local governments, the

federal government, not-for-profit groups, the private sector and individual property owners to conserve a framework of open space around which all New Yorkers can build better, more rewarding lives

This cannot be done without cost and thus the plan recommends creation of a dedicated source of revenue to support and foster state, local and private land conservation and historic preservation efforts. The plan sees these expenditures as an investment in the future, as a way of sustaining the connections between New Yorkers and their beautiful and varied landscape, as a way of ensuring that our children and theirs will always have the opportunity to swim, to hunt and fish, to play ball in a park near home, to find peace, solitude and adventure in the wilderness, to make a living from the land, to gather with friends and family on summer days beside clean water shimmering with the golden reflection of the afternoon sun

How You Can Help

Conserve Open Space

New York State's Open Space Conservation Plan can only be carried out with the help and cooperation of citizens. Central to the plan is the idea that open land and historic resources can best be protected through partnerships involving government, the private sector, not-for-profit organizations, and individual citizens and land owners. Individual actions by these groups will also be necessary for some projects. Here are ways in which citizens can help the plan become a reality:

- 1 Learn what the plan says, get a copy of the Plan Summary from DEC or OPRHP and discuss its recommendations
- 2 Encourage your county, town or city to prepare a local open space plan that connects to and supports the state plan and saves places of local importance
- 3 Join a local land trust or other conservation organization to

work with neighbors in protecting open space and historic resources important to you

- 4 Support federal, state and local legislation that provides steady sources of money for land conservation and historic preservation or promotes other conservation strategies proposed in the plan
- 5 If you own land and value its natural or historic character, sit down now with your family or business associates and figure out how that character can be protected in future years
- 6 Participate in the public process to revise and update the New York State Open Space Plan beginning in 1994

Open Space Priority Projects

Map 2

1 Dwarf Pine Barrens 2 Multi-Town 3 Oyster Bay Waterfront 4 Peconic
Pinelands Maritime

Reserve Projects 5 Robins Island 6 Shinnecock Bay 7 Underhill Parcel 8
Bronx River Trailway 9 Brooklyn Piers 1-5 10 Bushwick Green 11 Islington
Pond 12 Jamaica Bay Protection Area 13 Long Pond / Butler Woods 14
Manhattan Circumferential

Trail System 15 Mt Loretto 16 Pouch Camp 17 Powells Cove 18 Putnam
Railroad 19 Udall's Cove 20 West Farms 21 Catskill Interpretive Area 22
Fahnestock State Park 23 Great Swamp 24 Hudson River Greenway Trail 25
Hudson Valley Winery 26 Neversink Gorge 27 New York City Reservoirs 27a
Ashokan 27b Rondout 27c Neversink 28 Rockland County Highlands 29
Shawangunk Ridge / Minnewaska

State Park 30 Sterling Forest 31 Putnam Greenway 32 Albany Pine Bush 33
Barge Canal 34 Bear Pen / Vly / Roundtop

Mountains 35 Five Rivers Education Center 36 Helderberg Escarpment 37
Olana Viewshed 38 Pepacton Reservoir 39 Plateau Mountain 40 Taconic Ridge
41 Champlain Palisade 42 Follensby Park 43 Hudson River Gorge 44 Hudson
River Hadley to

Warrensburg 45 National Lead / Tahawus 46 Saratoga Spa State Park 47
Undeveloped Lk George Shore 48 Whitney Park 49 Chaumont Barrens 50 Lake
Ontario Islands 51 Raquette River 52 St Lawrence River Island 53 Wilson
Bay Marsh 54 Cayuga Inlet Corridor 55 Eastern Ontario Shoreline 56
Fairhaven State Park 57 Fort Ontario Historic Site 58 Green Lakes 59
Nelson Swamp 60 Owasco Flats 61 Sterling Site 62 Ganondagan Historic Site
63 Genesee Greenway / Recreationway 64 Hemlock / Canadice Lake 65 High
Tor Wildlife Management

Area 66 Irondequoit Bay 67 Keuka Lake 68 Northern Montezuma Wetlands 69
Rattlesnake Hill Wildlife

Management Area 70 Alder Bottom Pond 71 Allegany State Park 72 Chautauqua
Lake Access 73 Lake Erie Access 74 Randolph Swamp 75 Woodlawn Beach

The state Open Space Conservation Plan recommends the early protection of
the 75 sites shown on this map. Taken together, these projects represent the
best current thinking regarding places that should be conserved to achieve
the goals of the plan and to continue protecting the open space heritage of
the people of New York State. The 75 projects represent only a small portion
of the 2,000 projects proposed for conservation by Regional Advisory
Committees and the public. During the next two years, the state will work to
evaluate all proposed projects.

-- End --

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Source American City & County, Oct 1993 v108 n11 pPR2(8)

Title It's not easy being green (demand for city and county public land) (Parks and Recreation Supplement It's Not Easy Being Green)
Author Carla Smallwood

Abstract City and county governments need more public land for parks and preserves, but less is available due to urban growth Federal or state funding has declined for city parks, but citizens' demands and local governments are finding alternate ways to finance them

Subjects Urban land use - Citizen participation
Parks - Finance
Open spaces - Planning

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For cities and counties across the country "green" has become the operative word as they struggle to preserve natural space But in a time of constant penny-pinching, they're finding that .?

On a 135-acre tract of land on the banks of the Chattahoochee River in metropolitan Atlanta, 83-year-old J C Hyde still cultivates his vegetable gardens with the help of his mule, Nell His house--a log cabin built in 1840--sits on the land his father once farmed and is surrounded by million-dollar development

Years ago, Hyde promised his father he would keep the land undeveloped, never realizing how difficult that promise might be to keep In 1992, Hyde, faced with a huge bill for estate taxes, was considering selling his land to pay his debt Developers offered to pay handsomely for it since it was one of the last available tracts of land in an area becoming more and more popular for new residential and commercial development

The National Park Service also wanted to acquire the land to add to its string of riverside parks, but lacked the funds for the purchase So in stepped The Trust for Public Land (TPL) -- a non-profit organization that

acts as an independent third party in public land negotiations The organization purchased enough of Hyde's land to pay off his \$563,000 tax

BY
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bill and negotiated an agreement to buy the balance of his property in the future. Once federal funding is available, TPL will transfer the purchased 40 acres to the National Park Service with a stipulation that Hyde can live on the farm for the rest of his life.

Unfortunately, the decline in natural open space is not selective. It is happening in cities and counties of every size. Throughout the country, cities and counties are trying to figure out where open spaces fit into their already too-busy agendas. Parks and recreation departments are trying to set priorities within their needs and responsibilities at a time when there is a demand for increased services with decreased funding. But while citizens complain about the need for urban recreation, a growing population and urban sprawl have left little land for cities and counties to preserve

as open space.

According to a survey conducted by TPL, urban communities have a strong desire for more neighborhood parks and natural areas. The creation of urban green spaces and greenways (corridors of open space connecting communities) is high on citizen's list of demands.

TPL's study also found that

- * community leaders believe that open space and public park and recreation services constitute a classic "public good" that can be provided by government,

- * improved maintenance, better programs and rehabilitation of facilities would increase the level of use and enjoyment of existing city park and recreation areas,

- * popular support for increased spending on parks and recreation is not reflected in agency budget priorities,

- * community participation in the planning, design and rehabilitation of inner-city parks is vital to a park's success, and

- * undeveloped land in and around cities is available for protection, but these opportunities will decline sharply over the next decade.

And there is good reason for citizens' demands. The benefits of open space in urban or metropolitan settings are numerous. Proponents say open spaces promote community pride, provide an escape from stress, reduce the effects of flooding, recharge groundwater supplies and provide refuge and safe

travel for wildlife. And there are economic benefits as well. Often, property adjacent to open spaces has a higher value than that farther away from green space. Also, some of the most popular vacation sites are in those cities that are known for their aesthetic value.

Establishing greenways is yet another way to protect open space "Greenways are what we like to call 'Land Conservation for the 21st Century'," says Ed McMahon, director of the American Greenways Program for the Conservation Fund, a non-profit group that works to advance land and water conservation McMahon says these corridors are a new way of thinking of open space "They are really a form of infrastructure for a community, a way to provide access to nature and the outdoors for people in urban settings," he says "By linking existing parks, open space and cultural sites, a local government can take advantage of what already exists "

Greenways are also multipurpose--they take advantage of linear landscape features like a river, stream or railroad corridor in a way that a park cannot "The fastest growing forms of outdoor recreation, such as hiking and biking, are all linear in nature," says McMahon This makes greenways a popular form of land conservation "Greenways are probably the fastest part of local land conservation activities in the country," he says

While the clamor for open space is more pronounced now, the desire for more green spaces and the knowledge of benefits derived from them are not new According to the book *Public Space*, the origins of public space, which began in the nineteenth century, were influenced by European development Americans imported the boulevard and the landscaped public park, both to celebrate the growing wealth and leisure of the upper classes and to bring more beautiful and healthful settings to the working class, confined in growing and industrial cities Later, during the reform movement, there was

an emphasis on play settings for the children of the working poor, which eventually spread to the use of small sports parks and play-grounds to serve the growing recreational needs of the middle classes, with their increased leisure time

For a while, suburbanization and the flight of people away from the cities and to their own private spaces seemed to diminish the need for urban public spaces

In actuality, however, that need has never been greater In 1987, the President's Commission on Americans Outdoors, which was appointed by President Reagan in 1985, reported that the greatest need for new open space existed in the nation's metropolitan areas, where most Americans live It recommended that "communities establish greenways, corridors of private and public recreation lands and waters, to provide people with access to open

spaces close to where they live, and to link together the rural and urban spaces in the American landscape " But despite this seeming interest in community land acquisition, the 1980s showed a significant drop in both federal land acquisitions and federal matching funds for state and local projects

A Wave of Enthusiasm

This lack of commitment compelled those truly interested in the cause to take their battle to another level. Many cities -- where increasing development and fluctuating land values create a need for land acquisition -- have met the challenge.

Portland, Ore., a city known for its rivers and greenery, sits on the north end of the Willamette Valley. It is bordered by the Cascade Mountains to the

east and the Pacific coastal region to the west. The city, which attracts thousands of visitors each year, is also teeming with new residents. In the next 20 years, the population of metropolitan Portland is expected to increase by half to more than 1.5 million people.

But this growing popularity is cause for concern. "When you're in Portland you look around and (green space) is all you see," says Charles Jordan, superintendent of Portland's Bureau of Parks and Recreation. "You're under the illusion that this is yours, and it's always going to be there. In reality, only 8 percent of what we see is in public ownership."

Jordan believes this seeming abundance of green open land makes it difficult to get people excited about the issue of preserving more land.

Under Jordan's leadership, and with the help of private conservation groups,

Portland has acted to protect green spaces and reclaim open spaces in the inner city. It has created Forest Park, a 5,000-acre urban park that is one of the largest in the world. Additionally, the city is working to acquire tracts of land to complete a 150-mile urban greenway that would loop around the city.

Portland also has bought a railroad corridor that stretches more than 12 miles. Jordan says it has the potential of leading to a world-class greenway -- one that would extend past the suburbs, into Mount Hood National Forest and on into Canada.

"We pick up pieces of land here and there," says Jordan. "To an outsider that may not sound exciting, but to us it's another step toward the realization of that dream."

Last year, Portland's regional government sponsored a measure to acquire almost 30,000 acres of open space. Although voters did not pass the measure, Jordan believes the issue will be brought up again.

But, in Portland, like many other cities, the real challenge is for the inner city, which has been built up, leaving little green space to work with. "That's where we need to give quality time," Jordan says.

However, there is more to open space than just lush green. "We've got to move from greenways having to be green," Jordan says. "All greenways don't

have to be green, we may have to tie in alleys and sidewalks in order to tie in those areas that have already over built. We've got to be creative."

Portland is establishing greenways along the Willamette River, which separates the city on a north-south axis. Jordan says the key is to tie the

inner cities to the river where the greenways are. While the city is fortunate to have parks in the inner cities, there is still work to be done to connect the parks.

"Greenways connect people, places and things. Something special happens to people when they are in a natural setting," he says. "People make eye contact or they speak. If they were downtown, they would not say a word."

Like Portland, Atlanta is a city known for its many trees. And like Portland, it has been growing at a rapid pace. Since the 1980s, 30 acres of its forest have disappeared each day. By 2020, the number of people living in metropolitan Atlanta is expected to double to more than five million.

But the city, in preparation for the 1996 Olympics, is acting to preserve its green image. While it has been inattentive to parks in the past -- the

1993 park plan is the first since 1968 -- the Olympic effort gives the city an excuse to create the kind of system it wants and prepare for the 21st century, says Leon Epland, commissioner of planning and development for the city of Atlanta. To do this, the city is focusing on spaces that are not being used and turning them into small parks. "The multipurpose parks give people an opportunity to associate with one another, help resurrect and revitalize neighborhoods, as well as help the environment," he says.

The city also has a plan for a coordinated network of linked greenways to be built in conjunction with the Olympics. It is estimated that the 30-mile system, which would cost about \$75 million to build, would encourage 5 percent of downtown commuters to use their bicycles as their form of transportation. Currently, 5 percent of downtown commuters use the public transportation system, MARTA, which was built for \$1.8 billion.

Chicago's historic boulevard system, sometimes called 'The Emerald Necklace,' is known for its green swaths that connect the city's major parks and encircle the city's center. Although the circle has been envisioned as the connection to the city's regional and neighborhood parks, the parkway is showing signs of wear, roads have been widened, slicing into the green space. In response, Openlands Project, an organization that helps communities in northeastern Illinois with land conservation, along with the city of Chicago's Bureau of Forestry and other community groups, is working to improve the aesthetics of the greenway.

Inner city open spaces are also receiving attention. In 1990, the Chicago Park District published its Land Policies Plan, reporting that 55 of the 77 community areas in Chicago needed open spaces. Although the city is known

for its beautiful lakefront and historic parks, it ranks among the lowest of all American cities in public open space per capita, says Gerald Adelman,

director of the Openlands Project

In response, the organization launched some of the most ambitious inner city open space projects anywhere. Based on the belief that many of the city's neighborhoods already possess the resources they need to create community open spaces and enhance their surroundings -- people and vacant land -- Openlands Project, in January 1992, launched a program initiative to turn vacant lots in the inner city into green space. Because of funding constraints, work was limited to only two areas. Through collaboration with the Chicago Park District, the city's departments of Environment and Planning and Development, the Chicago Housing Authority and other citywide groups, two models were selected.

Designed to serve as citywide models, the demonstration programs in the Austin and Grand Boulevard neighborhoods will help create and refine open

space policies for the city and the Chicago Park District. Openlands Project assisted each community in forming steering committees composed of local residents and organizations to oversee the planning process.

But cities are not the only government entities involved in green spaces preservation, counties are getting in on the act too. In DuPage County, Ill., a suburban community of about 800,000, 30 miles west of Chicago, a forest preserve district protects land from being developed. These districts, which are prevalent in most of the counties surrounding Chicago, have been in use since 1915, when the Illinois legislature voted to allow counties to form them.

"People were visionary enough to see that someday it would be necessary," says Brook McDonald, public affairs manager for the Forest Preserve District of DuPage County.

Although some of the acquired land has been donated by citizens, most of the land in the preserve is bought, it is financed mainly through bond referenda passed by county voters.

In the spring of 1992, a group of citizens told county commissioners there was a 90-acre tract of land they wanted to be bought and committed to the forest preserve, preventing developers from using the land to erect condominiums. But the \$17.5 million bond referendum to acquire the land was voted down. In the fall, determined citizens brought the issue to a vote again. This time the referendum passed -- with 51 percent of the vote.

"This is a conservative county, but citizens are adamant about preserving the land," says McDonald.

McDonald says the benefits of such conservation are both environmental and economic. While some may think that development provides greater economic stability, McDonald disagrees. "We're so set that development brings in money. But that isn't necessarily true," he says.

He also believes strongly in the importance of saving green spaces now, before too much land is developed. "Once you develop an area, you cannot return it to a forest."

Financing the Future

Like every other pressing issue facing cities and counties today, one of the primary obstacles to acquiring open space and creating greenways has been a lack of funding. But many local governments have learned to be creative. Some have solicited the help of foundations and citizens to help save

natural areas. Others have passed open space bond acts or have delegated certain taxes to pay for local land acquisition.

For example, Los Angeles County voters recently passed Proposition A, which was the only successful proposed assessment or tax in the state of California in the November 1992 election. This district assessment, which provides \$540 million for parks and recreation improvements in Los Angeles County, received almost two-third voter approval.

And in Washington, D.C., ISTEA funding is being used to hook bike trails to the Metro stations, partly to help Washington meet Clean Air standards. "It's one of the hottest tickets around," says McMahon.

But the difficult part is convincing local government of the importance of urban open spaces. At a time of high crime, too few jobs and a declining

tax base, many government officials don't see the importance of a green space, some may see urban green spaces only as decorative pieces of very expensive urban land that later may be used for commercial or residential use. And inner city residents are not the citizens with the political clout to push for such an expenditure.

"If we have one thing to do in 1994, it is to mobilize citizens and politicians to put more money into the land and water conservation fund," says Portland's Jordan. "That allows us the opportunity to buy these pieces of property. We have local governments that are willing to help, but they need the funds to do it."

However, keeping open spaces may be less of an expense than some local officials think. According to McMahon, purchasing open space is usually much cheaper than developing the land. He says maintaining the infrastructure on

developed land is a big cost in itself.

"This idea that cities don't have money often is not accurate," McMahon says "Often times the preservation of open space is more cost effective "

For example, McMahon says keeping farmland is a much better economic choice than developing land "On average, farmland requires about 20 cents in services for every dollar it generates in taxation A residential subdivision requires on average \$1.23 in services for every dollar it generates in taxation," he says "It's often in a county and city's economic best interest to preserve farmland because they will make more money in net taxation than to have it developed as a residential subdivision "

The ability to look at the overall benefits of open spaces and greenways is an important reminder for cities and counties that want to implement a plan

Cities and counties need to envision what they want to look like in 50 years If in that process they identify green space, they need to develop a long-range plan to develop it, says McMahon

Educating citizens and government leaders on the importance of open space is also critical Social and environmental ills are not independent of each other, says Jordan "Environmental education is a critical part of this It doesn't do us any good to work hard and raise money if future generations don't understand the value of the land," he says "What people don't understand they will not value And what they don't value they won't protect And what they don't protect, they are going to lose "

-- End --

Submitted by Rose
Marie Opp

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Title Funds available for innovative park ideas (Urban Parks and Recreation Program, applications to the National Park Service)

Abstract The UPARR Program has received \$4.9 million for its Innovation projects from Congress

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Congress has appropriated \$4.9 million for Innovation projects under the Urban Parks and Recreation (UPARR) Program. Urban jurisdictions which have an approved and updated Recovery Action Program on file are eligible to apply.

The UPARR Program, which focuses on revitalizing existing urban recreation resources, was established in 1978. As one of the more efficient federal programs, UPARR quickly moved grant monies into cities, creating and expanding neighborhood recreational opportunities.

Though no funding was received from 1984-1990, successful efforts to revive the program by enthusiastic city supporters and Congress resulted in \$20 million in appropriated funds last year. Direct matching grants were awarded to 104 cities and counties to rehabilitate urban park and recreation systems.

Innovation grants cover the cost of personnel, training, facilities, equipment, supplies or services associated with the development of cost-effective concepts, partnerships, and other approaches to improved facility design, operations or programming for the delivery of recreation services. Special consideration will be given to applications that submit proposals that address the needs of "youth at risk" and offer recreational alternatives to drugs and other high risk environments.

Applications must be submitted to the appropriated National Park Service

Regional Office by March 16, 1992. For more information, consult your NPS Regional representative or Sam Hall, chief, Recreation Grants Division, Washington, D.C. at (202) 343-3700.

-- End --

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34601

Dear Sirs.

Nov. 12 1995
35464
11646

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NOV 14 1995

MAYORS OFFICE

I would like to express my
opinion about the ^{20⁰⁰ year} landfall at
Mill main & Hawthorne Court
I would prefer, it stay zoned R 7.
Thank you

Janette C. Hartwig
2421 SE 156th
Portland, or. 97233

35464

Because Jonathan Swift wrote, "Vision is the art of seeing things invisible," I feel imaginative to offer the counterpoint to the great expectations planners and politicians hold for density.

Government-driven growth led by (predominantly) low paying jobs created by tax abatement for new industry, low interest loans for the development of affordable housing and intensive up-zoning of residential land will increase our population but not make us better people

The naturalist John Muir foresaw populous cities as inhabited by people "...having no conscious sympathy or relationship to anything about them--undiffused, separate, and rigidly alone like marbles of polished stone touching but separate."

Without discussion of the issues that affect their lives citizens will lose touch with the democratic process and their destiny.

While the first objective of the Outer Southeast Community Plan's open space and environmental policy is to "acquire new parks and open spaces..." (p.69) it must go farther because as Thoreau said, a park is "...a common possession forever..." (Journals XII,387) through which humanity gains a sense of eternity, a connection with the untouched earth before our city was founded.

The objectives of the Outer SE Plan must also state no loss of existing city owned open space.

This will stop the proposed disagreeable practice of trading open space like Floyd Light Park for property on which to build a recreational building and parking lot.

The people voted for a community center and with the intensive development planned for the Gateway-Mall-205 sub-area, one is needed. Council that proposed a measure with no bond money for land acquisition should care enough for existing park green space to use taxpayer money from the general fund to purchase a construction site.

Pearl S. Buck said, "Every great mistake has a halfway moment, a split second when it can be recalled and perhaps remedied."

Thoreau wrote, revere public green space "...if only to suggest that earth has higher uses than we put her to, (XIV, 305)."

The modern architect Le Corbusier wrote "destroy a city's open spaces and the "...lungs of a city," collapse.*

Remember "to-morrow belongs to nobody" if we choke on a politician's bad decision today.**

*Le Corbusier, The City of To-Morrow And Its Planning, New York: Dover Publications, Inc 1987 re-print of 1929 work, p. 167.

**ibid, p.xxv

NOV 8 1995

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Portland Metro Soccer Club
4015 S E 104
Portland OR
Nov 6 1995

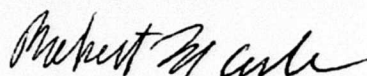
City Council
Portland

Dear Mayor and Concilors

We of the Portland Metro Soccer Club encourage you to do what you can to secure additional space for Parklane Park. The juvenile Soccer Clubs in the metropolitan area need additional space for games and practices. Please give consideration for addition to this park and any others that could provide additional soccer feilds

Thanks

Portland Metro Soccer Club



SOUTH TABOR NEIGHBORHOOD ASSOCIATION
ROBERT E FREDRIKSON, President
2806 S E 75th Avenue
Portland, Oregon 97206-1856
(503) 775-4010

35464

November 14, 1995

Mayor Vera Katz and
Members of the City Council
City of Portland
1220 S W 5th Ave
Portland, OR 97204

Re Outer Southeast Community Plan and South Tabor Neighborhood Plan

Dear Mayor Katz and Commissioners

The South Tabor Neighborhood Association has approved the Neighborhood Plan and we request that the City Council approve it also

However, we ask that the Council give more weight to the Neighborhood Advocacy Agenda action items of all neighborhood plans. Currently these sections are declared to be "not adopted or endorsed by the City"

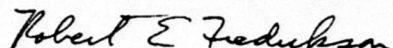
One example of an action item that the Planning Bureau moved from the main body of our Plan into the non-binding Advocacy Agenda section is the following

"Encourage the City to modify the existing ordinance regarding the affixing and/or posting of permanent or temporary signs, posters or flyers on public utility poles in the public right-of-way "

We want our neighborhood to be free of illegal advertising in the street right-of-way and at the present time the City is not even enforcing its existing inadequate ordinances in this matter. We believe that the City should act on this item and not regard our legitimate expectations as being in conflict with City policy

Sincerely,

SOUTH TABOR NEIGHBORHOOD ASSOCIATION



Robert E. Fredrikson, President

FAX 823-4571

Portland City Council
% Cay Kershner

35464

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BARBARA CLARK, CLERK FOR
CITY OF PORTLAND, OR

BY _____

As a 5 year resident of the Wilkes
Neighborhood, I do NOT want
apartment buildings on the
side streets of my neighborhood.
One corridor is being unfairly
targetted and it MUST STOP

Our schools cannot support the
growth and crime is already
increasing. I work hard to
maintain my home so do
my neighbors. I don't want it
to lose value because an area
is being targetted

Sandra Levy
129 SE 155th Place
Portland 97233
255-5653

35464

To PORTLAND City Council.
C/O CAY KERSHNER, Council Clerk
1220 S.W. 5th. Ave. Rm. 202
Portland, ORE. 97204

Oct 27, 1995

RECEIVED
OCT 30 11:12 AM '95
BALDWIN CLERK
CITY OF PORTLAND, OR

LADIES & GENTLEMAN,

In REGARDS TO the "Outer Southeast Community PLAN"? This is NORTHEAST?

I AM A HOMEOWNER IN THIS "AREA" AND FEEL YOU PLAN TO subsidize "MAX" at our expense, STINKS!

You have ALREADY Found a way around The "People" in Reguards to the "Property Taxes". Now you Plan on HITTING us AGAIN. Your latest scheme To change This AREA To High Density IN ORDER To get more RIDERS For Max HAS Two major Flaws. ① Just because Max Runs thru The living Room doesn't mean they are going to Ride it & ② They would need A REASON To Ride it, Like a job. Has planning Planned Jobs For ALL The ADDITIONAL RIDERS?

What ELSE Do you people have planned For us? We The people who ARE NOW WORKING For you.

Thanks a lot.

JOHN W. Moore
210 NE 149th. P
Portland, Or. 97230

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MAYORS OFFICE

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11/6/95

NOV 15 4 39 PM '95

BAVIERA CLAR, CLERK
CITY OF PORTLAND, OR
Mt. Scott Community Center
5530 S.E. 72nd. Ave.
Portland, OR 97206

32750
34601
Foster Rd



Date: November 10, 1995

To: Mayor Vera Katz and the City Council Commissioners

Re: Recommended Outer Southeast Community Plan

At our last Mt. Scott/Arleta Neighborhood Association Meeting on was November 1, 1995, we reviewed the Recommended Outer Southeast Community Plan of October 12, 1995. A motion was made that we advise you of our strong feelings regarding one of the recommendations in the document.

On page 139 there is a "Acreage Comparison Chart" which indicates zone changes being recommended. In the area of Mt. Scott-Arleta there seems to be some great inequities in changing the zoning from R5 to R2.5. The plan has 217 existing R5's to be changed to 62 R5's. The designation R2.5 goes from an existing 87 to 222. Our neighborhood is impacted by these zoning changes to a far greater extent than the surrounding neighborhoods, such as Foster-Powell, which are very similar in nature.

We strongly support our proposed neighborhood plan. (On December 7, 1994, we ended a two year process of planning at the city's request a Neighborhood Plan.) Our prime message to the city in that plan was that we wanted to maintain the integrity of our area which included maintaining 50% owner-occupied housing, and encouraged infill housing providing it would be similar to adjacent homes. (page 34 of our neighborhood plan)

Our concern is that this much change might destabilize our neighborhood and reduce owner-occupied housing. It appears we are being asked to take a major beating in population density by adding the type of infilling which does not encourage owner occupation. If we grow in population and those new people have no investment in the area (as in being the owner of their own home) then we as neighbors are deeply concerned over the commitment needed to liveability in our area.

As the Mt. Scott Park-Arleta Neighborhood Association we would ask that you reconsider what is being recommended. We realize we will have to adapt to population growth, and are willing to accept higher densities along transit lines. However, we are not interested in having our neighborhood lost in the process of change.

We would like some reconsideration regarding our concerns over rezoning. We would like to request a specific, detailed study of those areas to be rezoned before they are zoned R2.5. The impact may be different in different areas. For example, we cannot support the changes without a detailed study of the proposed zoning and it's affects on our stable housing stock.

From: Bruce Swanson,
President of Mt. Scott-Arleta
Neighborhood Association

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NOV 14 1995

MAYORS OFFICE

11645

Nov 13, 1995

Priscilla Frie

15306 SE Clay Court

Portland Oregon 97233

Dear City Council:

My husband was president of
Park Lane Association (Died in 1991) (Dan Monaghan) he
help build Park Lane Park, and was
told, that land fill next to Park Lane
would be a sunken garden addition
to the park, which I believe it should
be, we need a nice pretty park, in
this area, It would also help
the environment and pollution.

This park is used all the time, and
we need a pretty place to walk in.

Priscilla Frie

BRANT PA CLERK
CITY OF PORTLAND

NOV 13 4 38 PM '95

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Nov. 12 1995

34601

Hicaw Sir,

RECEIVED

NOV 14 1995

11646

MAYORS OFFICE

I would like to express my opinion about the ^{20th floor} landfall at Meek main & Hawthorne Court. I would prefer it stay zoned at R7. Thank you

Jeanette C. Harlow
2421 SE 156th
Portland, Or. 97232

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NOV 15 4 39 PM '95
BY: RA CLAR - DIRECTOR
CITY OF PORTLAND OR

34601

O. BURLINGAME
1210 SE 141 AV
PORTLAND OR
97233
2577417

11648

RECEIVED
NOV 14 1995

Nov 13 1995 MAYOR'S OFFICE

MAYOR CATZ
CITY COMMISSIONERS :

35464

RECEIVED

NOV 15 4 39 PM '95

BAKELA CLAY AUDITOR
CITY OF PORTLAND OR

BY

PARKLANE PARK SE MAIN ST IS THE CENTERPIECE OF OUR NEIGHBORHOOD - BETWEEN 148 ST AND 162 ST TO STARK ON THE NORTH TO DIVISION ON THE SOUTH. THIS PARK IS ALSO USED AND ENJOYED BY RESIDENTS SURROUNDING THIS AREA

WE KNOW A CHANGE IN ZONING IS THE FIRST STEP TO MORE DENSITY OF POPULATION WHICH WILL BENEFIT ONLY THE DEVELOPERS WITH A SHORT TERM PROFIT. THE PLANING BOARD IS WELL REPRESENTED AND CONSISTING OF THESE PEOPLE, OUR VOICE AND OPIONS HAVE BEEN WELL EXPRESSED TO THIS PLANING BOARD WHICH SHORTLY ISSUED A NOTIFICATION OR STATEMENT THAT ACCORDING TO THE OPTIONS THEY HAD CHOSEN THIER COURSE OF ACTION WOULD BE TO DISALLOW OR NOT CONSIDER ANY OBJECTIONS TO THE COURSE THEY WOULD PURSUE. THE COUNTER ARGUMENT I REMEMBER IS THAT THE LANDOWNER OF THE PIT BEING FILLED HAD THE RIGHT TO FILL AND DEVELOP THE SITE. EMIMENT DOMAIN LAW SHOULD BE INVOLVED HERE WHEN IT AFFECTS ALL PEOPLE

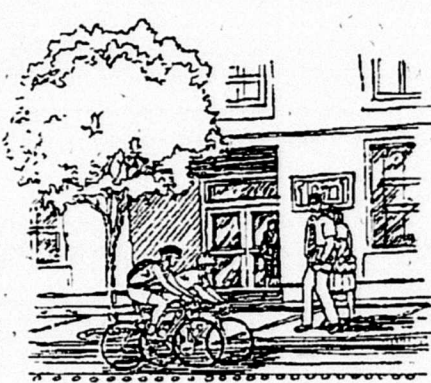
WE DO KNOW A LANDOWNER MUST BE FULLY COMPENSATED WHEN THE GOAL SET CANNOT BE DONE FOR THE COMMON GOOD.

THE CONSENSUS OF OPINION IS THE FILLED PIT SHOULD BE PURCHASED BY THE TAXPAYERS AND ADDED TO THE EXISTING PARKLANE PARK. SOME OLD TIME RESIDENTS SAY THAT WAS THE ORIGINAL AGREEMENT ON THE PIT. IS IT LOST?

- A VOICE LOST IN THE WIND OF POLITICS -

Oscar Burlingame

Recommended
**OUTER SOUTHEAST
COMMUNITY PLAN**



City of Portland
Bureau of Planning
Portland, Oregon
October 12, 1995

Exhibit A

To help ensure equal access to information, the City of Portland Bureau of Planning offers the following services to disabled citizens:

- Interpreter (two working days notice required);
- Accessible meeting places;
- Audio Loop equipped hearing rooms in City Hall and the Portland Building; and
- Planning documents printed in large type sizes for the visually-impaired (two working days notice required).
- If you have a disability and need accommodation, please call 823-7700 (TDD 823-6868). Persons needing a sign language interpreter must call at least 48 hours in advance.

Funding for the Bureau of Planning's participation was provided as a part of the Outer Southeast Community Plan project. Financial support was provided by the Portland Bureau of Housing and Community Development (Federal Community Development Block Grant funds), the Portland Department of Transportation (Regional Rail Program), the Portland Bureau of Environmental Services, and the City of Portland's General Fund.

**Planning Commission's
RECOMMENDED
OUTER SOUTHEAST
COMMUNITY PLAN**

Portland City Council

Vera Katz, Mayor
Charlie Hales, Commissioner
Earl Blumenauer, Commissioner
Gretchen Kafoury, Commissioner
Mike Lindberg, Commissioner

City of Portland Planning Commission

Richard Michaelson, President
Douglas Van Dyk, Vice President
Steve Abel
W Richard Cooley
Sarah ffitch
Bruce Fong
Paul Schuback
Ruth Scott
Noell Webb

**City of Portland
Bureau of Planning**

Updated October 12, 1995

ACKNOWLEDGMENTS

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David C Knowles, Planning Director

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Special thanks to Portland Community Design for use of drawings from *Building Blocks for Outer Southeast Neighborhoods*

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Marcia Douglas, City-School Liaison

Ron Skidmore, Clackamas County

Barbara Rommel, David Douglas School District

Bonny McKnight, ECCCO

Jeff Davis, Gresham Planning

Ann Whitaker, Housing Authority of Portland

Vince Chiotti, Human Solutions

Dick Engstrom, Metro

Debbie Bischoff, Milwaukie Community Development

Sharon Timko, Multnomah County

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Commander Dick Tate, Portland Police Bureau, East Precinct

Sue Parker, Portland Public Schools

Nick Sauvie, ROSE Community Development Corporation

Jennifer Gerlac, Tri-Met

Roberta Jortner, Water Bureau

Lorna Stickel, Water Bureau

The Bureau of Planning appreciates the time given to the Recommended Outer Southeast Community Plan by each member of the Committee.

Outer Southeast Community Plan Citizen Advisory Committee

Ellen Ryker, Chair, Portland Bureau of Planning

Timothy Baker, Southeast Uplift

Jim Barrett, ROSE Community Development Corporation

Linda Bauer, Pleasant Valley Neighborhood Association

Joyce Beedle, Lents Neighborhood Association

Richard Bixby, East Portland District Coalition

Alice Blatt, Wilkes Neighborhood Association

Marvin Bridge, Business Associations

Kathleen S Brophy, Montavilla Neighborhood Association

Herb Brown, Business Associations

Nina Canfield, Foster-Powell Neighborhood Association

Jim Cleary, Southeast Uplift

Mark Cvetko, Mill Park Neighborhood Association

Jean Edmison, Mt Scott-Arleta Neighborhood Association

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Bob Fredrikson, South Tabor Neighborhood Association

Bob Head, Business Associations

Bob Luce, Centennial Neighborhood Association

Sally Lucero, Brentwood-Darlington Neighborhood Association

Sharon Owen, Hazelwood Neighborhood Association

Nick Sauvie, ROSE Community Development Corporation

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Tom Waltz, East Portland District Coalition

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Summary

The Outer Southeast Community Plan is recommended to the City Council for adoption by the Planning Commission. The Commission's recommendation includes adoption of ten neighborhood plans, a business plan, amendments to two plan districts and a new comprehensive plan and zoning map for outer southeast.

The Outer Southeast Community Plan is the third in a series of eight community plans that will update Portland's Comprehensive Plan, adopted in 1980. It follows the Central City Plan and the Albina Community Plan and covers the largest area of any community plan to date -- 28 square miles. A sizable portion of the plan area has been recently annexed to the City of Portland. There are a few small areas outside City boundaries.

This area of the City has not been developed as fully as the Central City and Albina areas. A combination of older city neighborhoods, former small towns, farmland, and suburbs, the outer southeast is developing an urban form. This growth requires a blueprint.

For three years, residents, business owners, and representatives of local institutions and community groups have worked with City staff to identify outer southeast's strengths, problems, and opportunities and to fashion a vision for its future. Many have testified at public hearings and written the Planning Commission about proposals for outer southeast. Some requests have been incorporated into the plan and the Planning Commission has added changes of their own. The recommended Outer Southeast Community Plan is the result. In addition to the Outer Southeast Community Plan, ten neighborhood plans and an Outer Southeast Business Plan have been prepared. These have also been the subject of public hearings.

A number of state and local mandates and the metropolitan planning effort require planning for population growth, reduced auto dependency, new jobs, and environmental protection. In coordination with these other efforts, the Outer Southeast Community Plan

- Carries out the state **Metropolitan Housing and Transportation Planning Rules** by providing for more compact development that is supportive of transit use and friendly to pedestrians and bicyclists.
- Provides for current and new residents moving to the area by providing the opportunity to build 14,000 new housing units. **Portland's Future Focus** has decided that the City's share of the metropolitan population growth will be over 100,000 people during the next two decades. The Outer Southeast Community Plan area is about one-fifth of the City's area and the plan will provide for one-fifth of that number, at least 20,000 new residents.

- Providing for the opportunity to build nearly 14,000 new units in Outer Southeast helps achieve the **Livable City Housing Initiative** providing for 20,000 new residents by 2015 in addition to current residents living in smaller households
- Meeting the City's **State Goal 5 requirement** to protect important environmental and historic resources in outer southeast Economic, Social, Environmental and Energy analyses are included for both historic and environmental resources
- Incorporates **Metro 2040 plan** concepts such as Main Streets, High Capacity Transit Corridors, Regional and Town Centers and Station Communities

The Recommended Plan addresses the four goal areas that the Planning Commission chose as the focus of their deliberations for this year. These are economic development, housing, transportation and the environment. The adoption of the proposed plan supports these goal areas as follows:

Economic Development

Plan proposals aid the expansion of existing businesses and the attraction of new businesses to outer southeast. One plan objective is to attract businesses that provide family wage jobs. New job creation is supported by encouraging more intense use of land zoned for commercial and industrial uses and applying the Institutional Campus designation to large institutions. The creation of a Regional Center at Gateway and a Town Center at Lents will also create employment opportunities for outer southeast residents. The plan has a goal of creating 6,000 new jobs over the next 20 years. Finally, the plan supports the revitalization of older neighborhood business districts, industrial areas and auto-oriented commercial strips with expanded depths of business zoning.

Housing

The potential to construct 14,000 new housing units is created by the residential Comprehensive Plan and zoning designations on the recommended plan map. This number of units will comfortably accommodate current residents and 20,000 new residents. This is 5,000 more units than the number likely to be built under the existing Comprehensive Plan and zoning designations over the next 20 years.

Transportation

Reducing the need for automobile travel is another plan objective. This would in turn reduce resulting traffic congestion and air pollution. Public transit use, walking and bicycling are promoted in the plan by a combination of changes to Comprehensive Plan designations, new plan district regulations and urban design.

proposals In residential areas, higher housing densities are allowed along streets with planned or existing transit service More connecting streets are required in underdeveloped areas More intense commercial and mixed-use developments are promoted to improve the pedestrian environment in the regional and town centers and around the MAX light rail stations

Environment

Protection of natural resources is an important feature of the plan The plan area contains Kelly and Powell Buttes, the north side of Mt Scott, and Johnson Creek and associated wetlands, all of which have been the subject of Planning Bureau studies Environmental zoning has been applied to portions of these areas Expanded Johnson Creek Basin plan district regulations provide for continued protection of Johnson Creek and a transfer of development rights process to take development pressure off environmentally sensitive areas Additional plan district regulations specifically regulate development in the 100-year flood plain of Johnson Creek A large new open space area, similar to Forest Park, is proposed for the undeveloped portions of the north side of Mt Scott

Summary of Recommended Changes

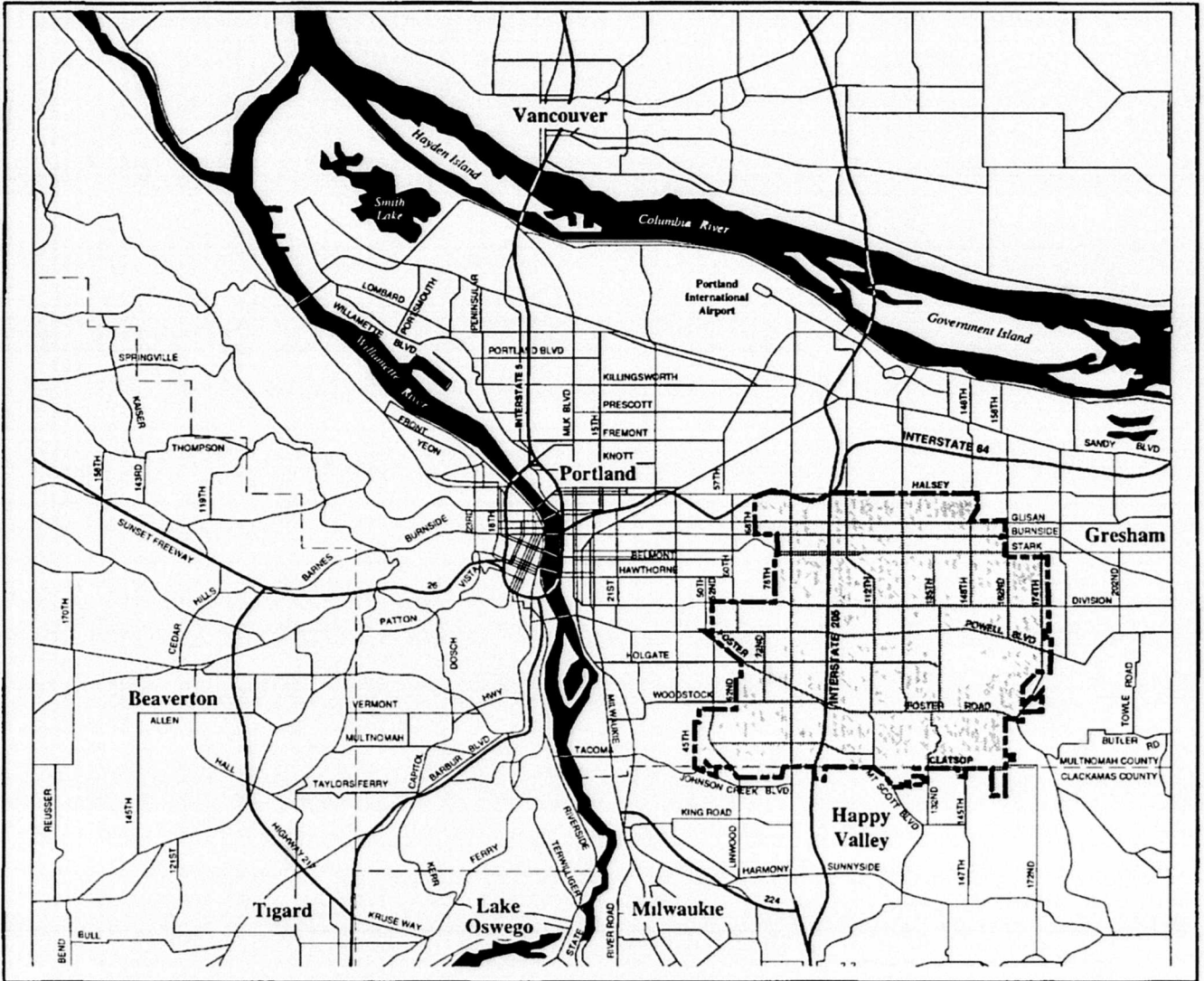
Actions recommended to the City Council by the Planning Commission

- Adopt the Outer Southeast Community Plan as part of Portland's Comprehensive Plan
- Amend the Comprehensive Plan to add a goal linking it with the Outer Southeast Community Plan and to incorporate the Outer Southeast Community Plan Elements proposed for incorporation into the City's Comprehensive Plan are
 - The Plan Vision
 - Six Community-wide Policies and objectives
 - Eight Subarea Policies and objectives
- Amend the Comprehensive Plan to add goals linking it with the individual outer southeast neighborhood plans and business plan as a part of the Outer Southeast Community Plan These are the Centennial, Foster-Powell, Hazelwood, Lents, Mill Park, Montavilla, Mt Scott-Arleta, Pleasant Valley, Powellhurst-Gilbert and South Tabor Neighborhood Plans and the Outer Southeast Business Plan

- Incorporate the Vision, Comprehensive Plan Policies and Objectives contained in each into Portland's Comprehensive Plan
- Adopt by resolution the action charts contained in the Community Plan and the Comprehensive Plan Policy sections of the neighborhood and business plans. Actions with an identified implementor should be adopted with the understanding that some may need to be adjusted or replaced with more feasible proposals
- Amend the Comprehensive Plan Map Designations for outer southeast and official zoning maps to reflect the zones and designations shown on the Zoning Map Atlas contained in this report
- Amend Title 33, Planning and Zoning, to reflect the expanded boundaries of the Gateway and Johnson Creek Basin plan districts and to incorporate new and amended regulations for both these districts
- Amend Title 33, Planning and Zoning, to reflect the elimination of the Glendoveer Plan District within the boundaries of the Outer Southeast Community Plan Area



From **Building Blocks for Outer Southeast Neighborhoods**
by Portland Community Design



Scale 1 = 2.5 Miles

Outer Southeast Community Plan October 1995

RECOMMENDED

**OUTER
SOUTHEAST
COMMUNITY
PLAN**

MAP 1

Vicinity Map

Legend

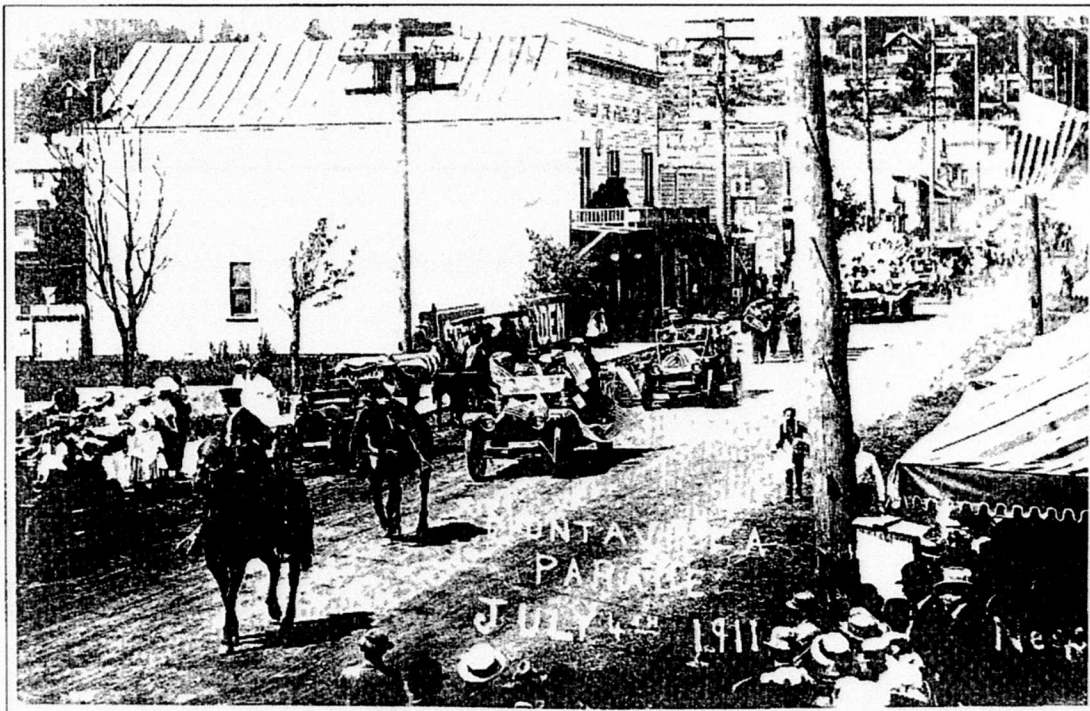


Outer Southeast Community Plan Boundary

Introduction

The Recommended Outer Southeast Community Plan (OSCP) will guide growth and development in one of Portland's fastest growing areas. Both large and diverse, the OSCP area covers 28 square miles and contains traditional city neighborhoods, post World-War II suburbs, and undeveloped areas. Over the next 20 years, thousands of people are expected to move into the area. They must be provided with housing and jobs in a way that does not increase traffic congestion, damage the livability of existing neighborhoods, or degrade natural and scenic resources.

Over the last three years, outer southeast residents, business owners, and City staff have spent thousands of hours at meetings and workshops discussing the area's assets, problems, and potential. Two land use alternatives for the area were formulated after a series of workshops and community meetings were held in 1992 and 1993. In the spring of 1994, two public hearings were held on these alternatives and a discussion draft plan. Taking into consideration public comment from these hearings, a tentative zoning map and subarea policies were produced in the fall of 1994. The Planning Bureau staff held four workshops on the tentative zoning map and subarea policies before publishing the proposed plan and map in February 1995.



The First Montavilla 4th of July Parade, 1911
Oregon Historical Society #OrH 54272

This spring, over one hundred people testified at public hearings or wrote to the Planning Commission asking for changes and additions to the proposed plan. The Commission incorporated a number of these requests into the plan and added some changes of its own. The Recommended Outer Southeast Community Plan is the result. It represents a joint effort by outer southeast citizens and the City to ensure that the area will grow in a way that preserves its best features and benefits all who live, work and do business there. To this end, it contains policies and objectives relating to transportation, housing, the environment, economic development, public safety, neighborhood livability and urban design.



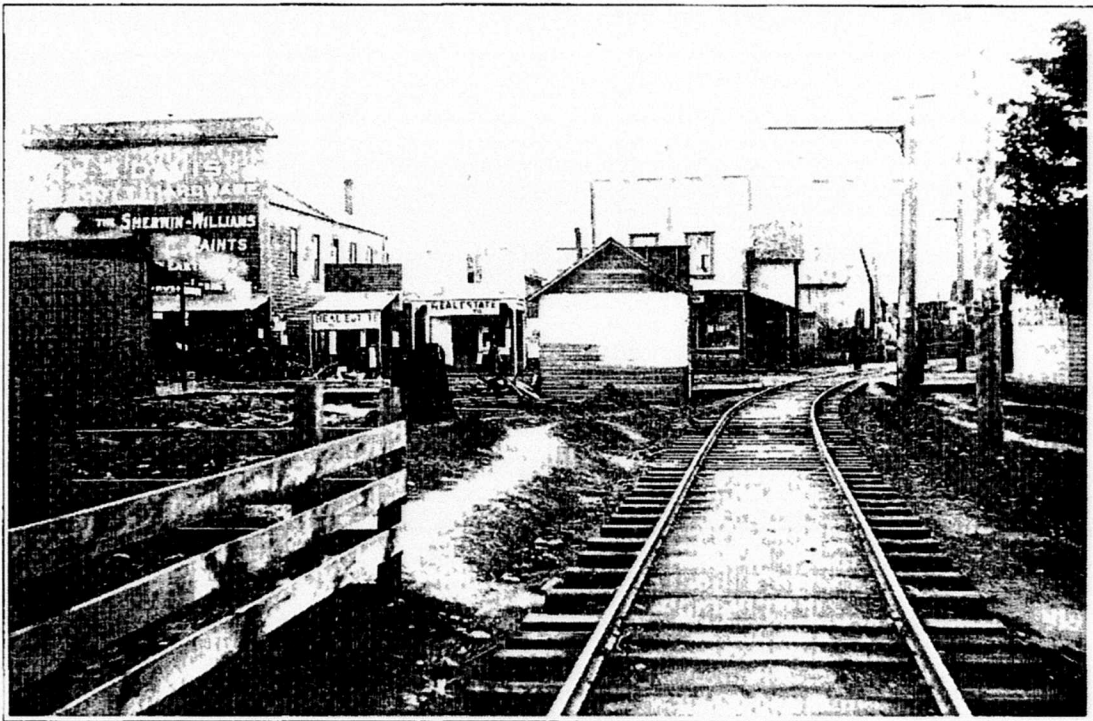
Gresham Trolley Car #1060 and Mt Scott Trolley Car #1037 meet at Lents Junction
Oregon Historical Society #OrH1 44224

Why Plan for Outer Southeast?

Over the next 20 years, Portland expects to attract over 100,000 new residents. The outer southeast area has a large supply of vacant land and is likely to receive a portion of the City's growth. To absorb new residents and attract new businesses, outer southeast needs planning for both underdeveloped parts of the plan area as well as older areas that have been part of the City for over 50 years.

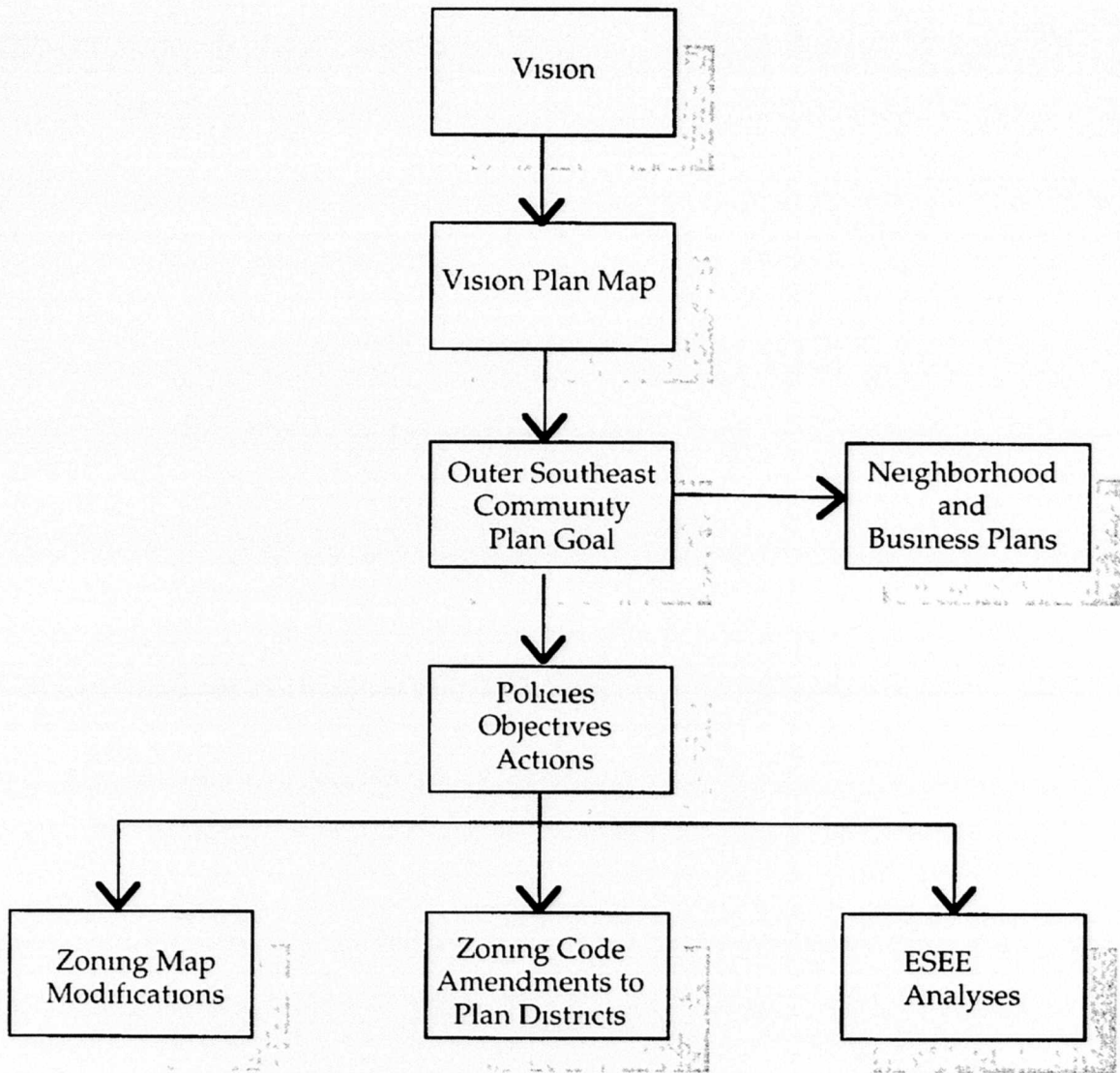
Planning for new growth, development, and redevelopment is a pressing need in many areas of outer southeast. West of the I-205 freeway, pockets of older housing

need repair, and older commercial strips along Foster Road and 82nd Avenue need rehabilitation and revitalization. On both sides of I-205, older commercial areas on major east-west streets such as Stark and Division are in need of upgrading and more intense development. East of I-205, the Mid-County Sewer Project has increased the value of land so that small subdivisions of new housing are springing up in areas that lack paved streets and sidewalks. Decisions need to be made about the type of development allowed on the forested slopes of Mt. Scott and in the floodplain of Johnson Creek, so that flooding is not increased and the water quality of the creek is not further degraded.



Downtown Lents
Oregon Historical Society #PGE 130-39

Plan Components Diagram



How the Recommended Plan is Organized

This section explains how the plan is organized. The Background is for explanation only. Most of the remaining sections are proposed for adoption either as additions to Portland's Comprehensive Plan, amendments to Title 33 of the City Code dealing with Planning and Zoning, or amendments to the official City Zoning Maps.

The sections follow with a brief description of each.

Background. Description of the plan area, planning process and state regulations, local mandates, and principles upon which plan proposals are based. This section is informational. It is not proposed for adoption.

A Perfect Vision for Outer Southeast in 2020. Description of a desired future for outer southeast in the Year 2020. The vision is proposed to be adopted as an addition to Portland's Comprehensive Plan Vision by ordinance.

Vision Plan Map. Explanation of the purpose and designations of the Vision Plan Map. The Vision Plan Map illustrates one way to reach the desired future described in the vision. The Vision Plan Map also reflects many of the actions from the plan's action charts. The Vision Plan Map is illustrative and not intended to be adopted.

Policies and Objectives. Six community-wide policy areas address the primary issues that affect the outer southeast community: Economic Development, Transportation, Housing, Open Space and Environment, Urban Design, and Public Safety.

Eight subarea policies apply to the subareas - Traditional Urban Neighborhoods, 82nd Avenue to I-205 Corridor, Lents Town Center, Gateway Regional Center, MAX Light Rail Transit Corridor, Suburban Neighborhoods, Mixed Eras Neighborhoods and Mt. Scott/Johnson Creek. A set of objectives accompanies each of the community-wide and subarea policies. The City Council will adopt the policy area and subarea goals and objectives by ordinance as part of the City's Comprehensive Plan.

Action charts. Specific strategies that implement the objectives. Action items are assigned a time frame for action (immediate, ongoing, short- or long-range) and an implementation leader or leaders. The City Council will adopt Action items by resolution. Actions are not intended to be adopted as part of the Comprehensive Plan.

Links to the Comprehensive Plan. A policy added to the Portland Comprehensive Plan Proposed objectives are included for each of the neighborhood and business plans that are part of the Outer Southeast Community Plan They are listed under the policy that adds the Outer Southeast Community Plan to the City's Comprehensive Plan

Changes to the Comprehensive Plan Map. Description of quantitative changes in Comprehensive Plan Map designations This section describes how the changes in the Comprehensive Plan Map designations affect the plan area as a whole

Recommended Zoning Code Modifications. Recommended changes to the following plan districts Gateway (33 525), Glendoveer (33 530), and Johnson Creek Basin (33 535) Code amendments are adopted by ordinance

Economic, Social, Environmental and Energy (ESEE) Analyses. Two studies were done Summaries of Environmental Zoning Study and Recommendations, which provides the rationale for changes in the zoning map at some locations, and the Historic Resources Analysis They are not adopted by City Council

Zoning Map Amendments Official Comprehensive Plan designations and zoning maps Changes have been mapped on quarter-section maps Individual landowners can find their property on these maps and see what is recommended In most cases, the zoning will be identical to the Comprehensive Plan Map designation In a few cases, designations on parcels differ The amendments to the zoning maps are adopted by ordinance

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 informational and are not adopted

There are also illustrations throughout the Recommended Outer Southeast Community Plan These illustrations convey an artist's conception of how a specific new development or improvement might appear They are not intended to suggest a certain development or the way a particular development should look They may function as a starting point for implementation or stimulate other ideas

Background

The Outer Southeast Community Plan Area

Outer southeast includes about one-fifth of the City's land area and contains about one-fifth of the City's population and housing. The area has large parcels of undeveloped residential land and, in the Freeway Land Company site at Foster Road and I-205, approximately 120 acres of industrial sanctuary land straddling Johnson Creek and its wetlands. Outer Southeast contains at least two dozen parks, as well as major recreational and natural resources of Powell and Kelly Buttes, Mt. Scott, the Springwater Corridor, the Glendoveer Golf Course, and Johnson Creek.

The Outer Southeast Community contains three regional shopping centers and a number of neighborhood commercial districts. The Gateway District, in combination with Mall 205 and the Portland Adventist Medical Center, is the largest commercial area between Portland's Central City and Gresham. Located at the junction of the Banfield light rail line, also known as MAX, and the I-205 freeway, Gateway has been designated a Regional Center by Metro, the regional government for the Portland metropolitan area.



The Intersection of NE 82nd and Glisan, June 1934
Oregon Historical Society #COP 02065

Boundaries

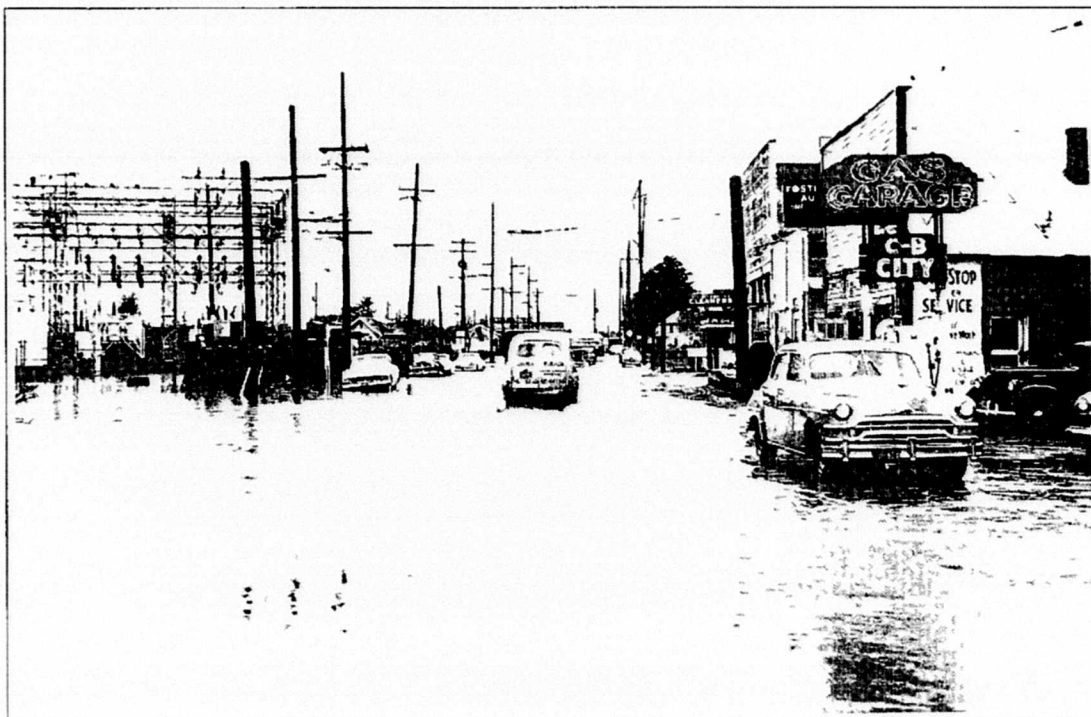
The Outer Southeast Community Plan generally covers an area defined by neighborhood boundaries on the west, City boundaries on the east and south, and the Banfield Freeway and Halsey Street on the north. Map 1 identifies the boundary of the Community Plan.

Neighborhoods

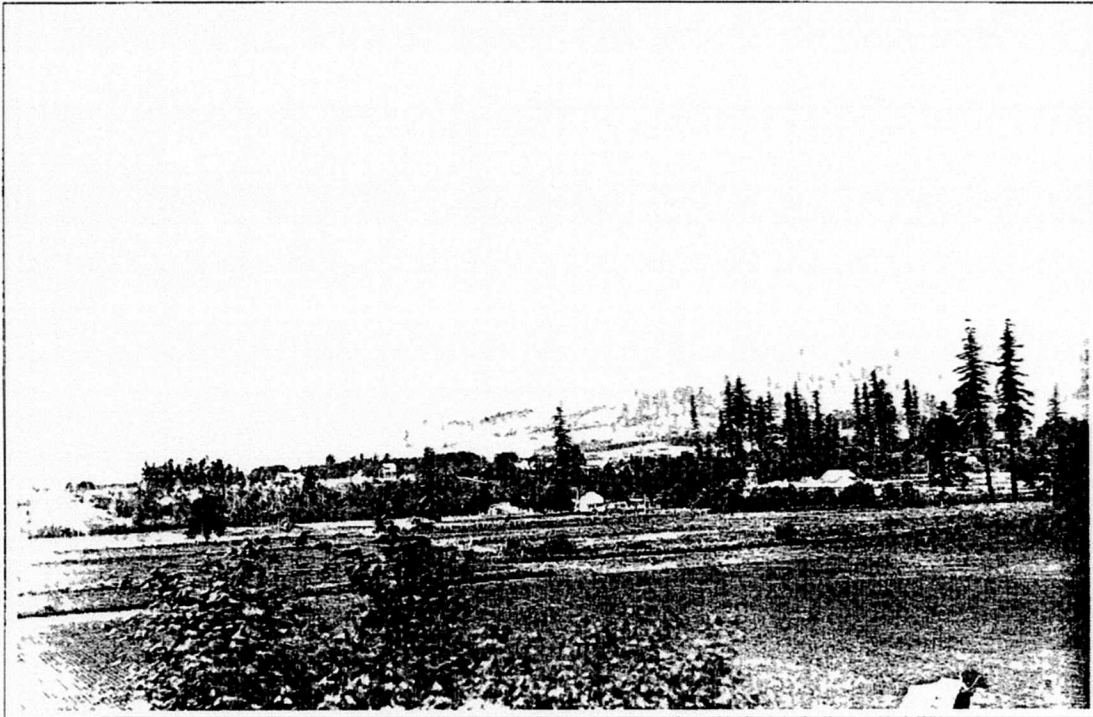
Outer Southeast includes 11 city neighborhoods: Brentwood-Darlington, Centennial, Foster-Powell, Hazelwood, Lents, Mill Park, Montavilla, Mt. Scott-Arleta, Pleasant Valley, Powellhurst-Gilbert, and South Tabor. Map 2 identifies neighborhoods within the plan area.

Recent Annexations

Approximately nine square miles of the plan area was annexed on July 1, 1994. Much of this land coincides with that covered by the Mid-County Sewer Project. The Portland City boundary will eventually meet the Gresham City boundary along SE 174th and 162nd.



Foster Road, near 110th
Oregon Historical Society #OrHi 62637



Mt Scott, as seen from the Johnson Ranch, 1906
Oregon Historical Society #Pope 398

Outer Southeast Community Plan Subareas

The Outer Southeast Community Plan area and population are much larger than that of either the Central City or Albina Community Plans. Development patterns, topography and degree of urbanization vary considerably within outer southeast from one part to another. To deal with the plan area's size and to make the variety of issues more manageable, outer southeast has been divided into eight subareas

- 1 Traditional Urban Neighborhoods,
- 2 The 82nd to I-205 Corridor,
- 3 Lents Town Center
- 4 Gateway Regional Center,
- 5 MAX Light Rail Transit Corridor,
- 6 Suburban Neighborhoods,
- 7 Mixed Eras Neighborhoods, and
- 8 Mt Scott/Johnson Creek

Community Plans and Portland's Comprehensive Plan

The City uses community plans to update its Comprehensive Plan, adopted in 1980. The state of Oregon requires that all cities and counties update their plans periodically. The Outer Southeast Community Plan is the third community plan prepared by the City of Portland. The first, the Central City Plan, adopted in 1988, covers Portland's commercial core. The second, the Albina Community Plan, adopted in 1993, covers Inner North-Northeast Portland. City Council recently adopted Community Planning Benchmarks to ensure consistency in the content of the community plans.

The Comprehensive Plan governs the City's land use planning. The State of Oregon requires that each city and county have a Comprehensive Plan to guide growth and development. It ensures that community livability is protected and provides development certainty. The Comprehensive Plan and zoning map designations govern how land can be used. Zoning determines where uses can locate, as well as height, building bulk, parking, site design, and landscaping. Comprehensive Plan map designations are for long-range land use. For the most part, Comprehensive Plan map designations on the recommended plan map correspond with zoning designations.



SE Foster Road and 64th Avenue in 1924
Oregon Historical Society #OrH1 44744

Regulations, Other Plans and Local Mandates Relevant to This Plan

Some decisions affecting the future of the Outer Southeast area have already been made by the Land Conservation and Development Commission (LCDC), Metro Council, and Portland City Council. These decisions must be taken into consideration when drafting a community plan. Two important decisions are

- the population of the City should grow more than what has been predicted and
- the amount of automobile driving per person must decrease

Many state, regional and city mandates are related to these two decisions

State Administrative Rules

Oregon has a statewide system of land-use planning. The state requires all cities and counties to prepare comprehensive plans and it periodically adopts new rules that must be followed when these jurisdictions update their plans. Two rules that affect the Outer Southeast Community Plan are

Metropolitan Housing Rule

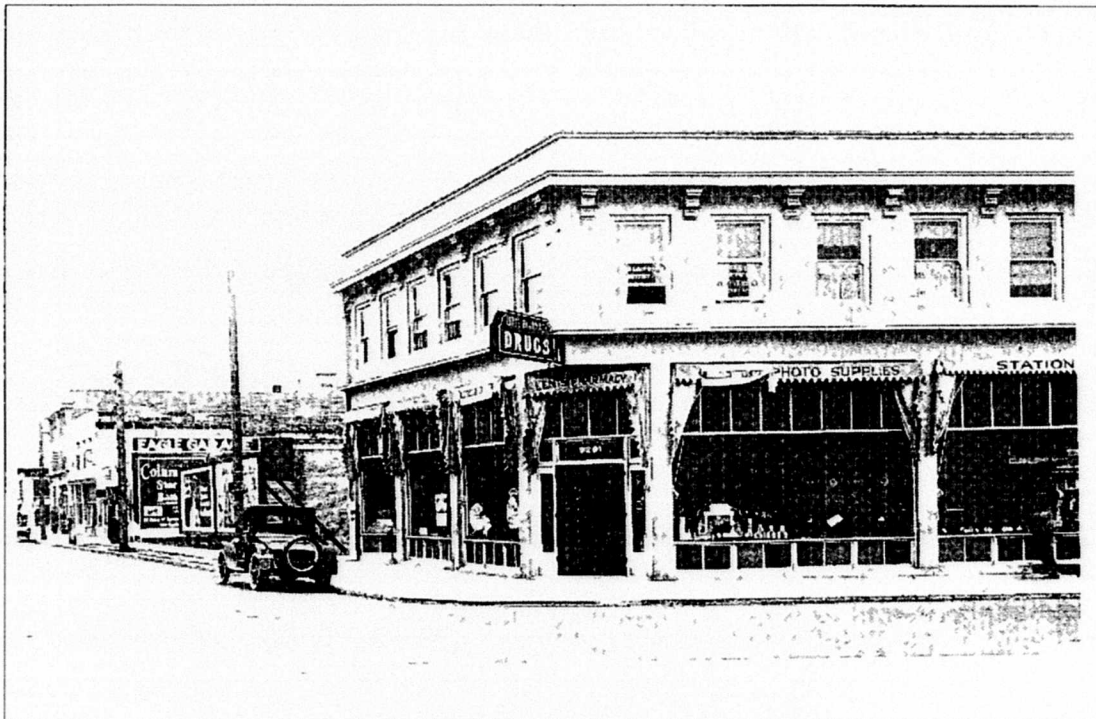
This rule requires that opportunity be provided for at least 50% of new development to be attached single-family or multifamily. New development is required to average at least 10 units per acre. Density calculations do not include land with environmental constraints. Environmental constraints include such things as slopes over 25%, land in the 100-year flood plain, or in public ownership.

Transportation Planning Rule

This rule requires that auto miles traveled per capita be reduced by 20% over the next 30 years. This means an increase in pedestrian trips, bike and public transit use and a corresponding reduction in auto trips. Policies, code amendments, and zoning designations should be designed to reduce automobile driving.

The Metro 2040 Plan

Metro, the governing body for the Portland metropolitan region, adopted its Region 2040 Growth Concept Plan on December 8, 1994. The purpose of this plan is to determine how the metropolitan region will accommodate an expected 500-750,000 additional people in the next 45 - 50 years. In the section on "Principles Guiding This Plan", the coordination between Metro's plan and the Outer Southeast Community Plan is briefly described. Appendix 4 *Vision Plan Map Elements* further explains some of the relevant designations to the Outer Southeast Community Plan. See also Appendix 10 *Region 2040 Plan A Summary*.



Lents, circa 1925
Oregon Historical Society #37294

City Mandates

Future Focus

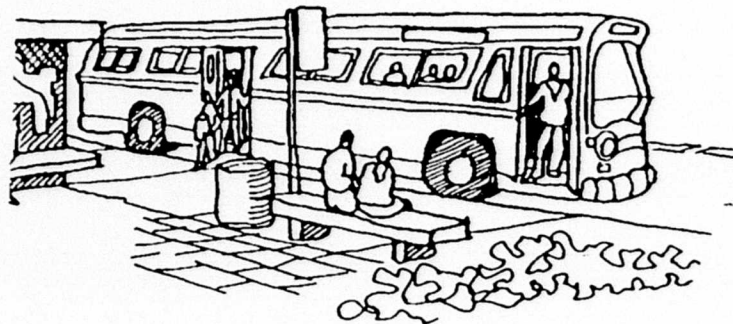
Portland's Future Focus, a citizen's panel established by former Mayor Bud Clark in 1989, developed long range goals for the City. They set a goal of capturing at least 20% of the metropolitan region's projected growth over the next 20 years. This is an increase of at least 100,000 people. City Council adopted this goal with the intent of keeping Portland the strongest center in the region.

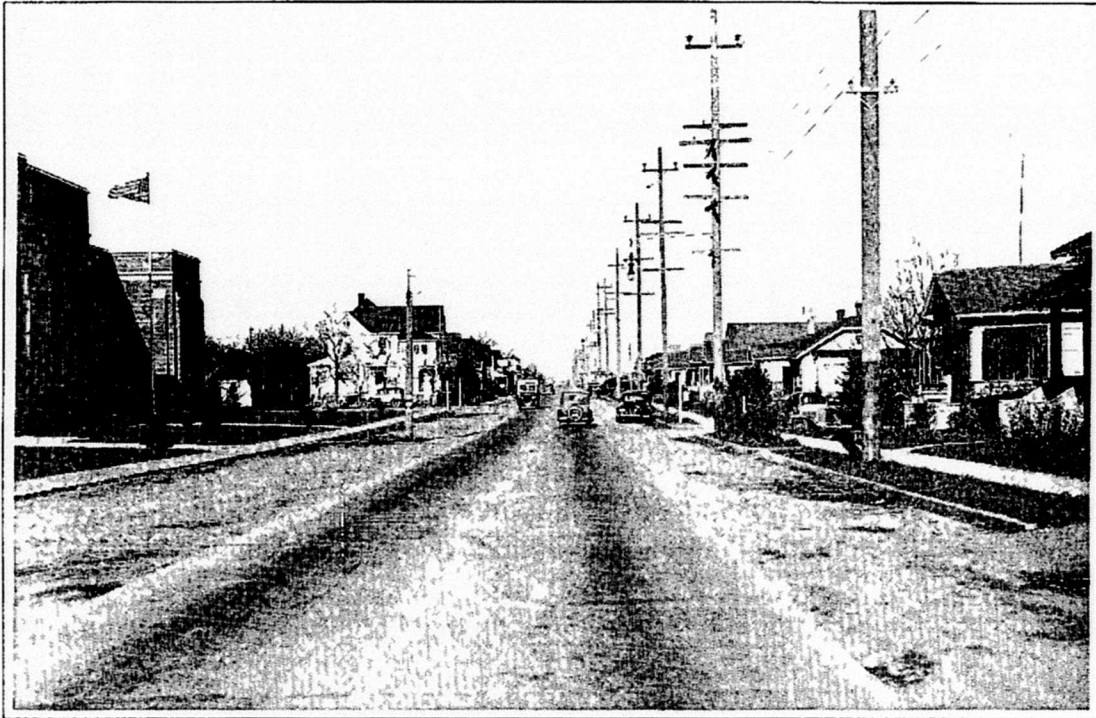
Since outer southeast is one-fifth of the City's land area, a target has been set of absorbing at least 20,000 or more new residents over the next 20 years. This is one-fifth of Portland Future Focus target of 100,000 new residents. It is a 16% gain over the current population of 121,289.

Community Planning Benchmarks

In May 1994, the City Council adopted benchmarks for the Community and Neighborhood Planning Program. Some of these benchmarks measure progress in carrying out the Future Focus objectives and the state administrative rules mentioned above. The benchmarks that are most relevant to the Outer Southeast plan area are:

- Increase by 10% the number of acres within the community plan area zoned for activities which encourage greater use of alternative transit modes
- Increase the percentage of owner-occupied housing units by 2010 including the percentage of low-income owner-occupied housing units
- Increase Portland's existing housing potential by 10% citywide by FY 2004/2005 by changing the application of Comprehensive Plan Map designations and zones
 - * Increase existing housing potential within 1/4 mile of Community Plan designated "Neighborhood Focal Points/Village Squares"
 - * Increase existing housing potential along City Major Transit Streets
 - * Increase existing housing potential within 1/2 mile of light rail stations





NE 82nd between Couch and Davis Streets Vestal School is on the left
Oregon Historical Society #COP 02062

Livable City Housing Initiative

The Livable City Housing Initiative commits to building 50,000 housing units in the City of Portland by 2015. These housing units will be what people want and can afford, and what the development community can build. City Council adopted the following five policies:

- 1 Neighborhoods Reinforce and strengthen the livability of Portland's neighborhoods
- 2 Housing Meet the need for a full range of housing for Portland's citizens
- 3 Jobs Foster a strong and diverse economy that provides a full range of employment and economic choices for individuals and families in all parts of the city
- 4 Transportation Operate and maintain a transportation system that promotes alternatives to the automobile, minimizes the impacts of growth on neighborhoods, and supports higher-density development on main transit streets
- 5 Schools Support families in the City through excellence in education, taking advantage of existing neighborhood schools

Principles Guiding this Plan

Here is a summary of the most important objectives or “principles” of the Recommended Plan. Under each principle is a description of how the plan supports or carries out mandates from state and local governments. Coordination with Metro’s 2040 Plan is also described.

Principles that drive the Outer Southeast Community Plan are

1. **Improve the economic vitality of the Outer Southeast area.** The Outer Southeast Community Plan supports the Jobs Policy of the Livable City Housing Initiative by
 - Focusing more intense development of commercial and employment uses into the Gateway/Mall 205 area to support the area’s designation as a Regional Center
 - Improving the opportunity for employment as well as commercial uses at 82nd Avenue and Foster Road, and along 82nd Avenue from Duke south to the Clackamas County line
 - Achieving full-block zoning wherever feasible along Foster Road and 82nd Avenue, parts of Glisan and Stark Streets, and at other locations. Increase the depth of business zoning to 200’, where practical
 - Supporting the development of Lents as a Town Center by zoning for greater residential densities around the center and for more intense and varied employment and commercial uses in commercial and industrial areas
 - Improving the opportunity for development and job creation by designating the industrial sanctuary area near the I-205 and Foster interchange as a Mixed Used Employment Center in the Vision Plan Map
 - Adopting the Outer Southeast Business Plan as part of the Outer Southeast Community Plan

2. **Encourage the construction of new housing to accommodate 20,000 new residents.** The plan implements the Metropolitan Housing Rule, Portland Future Focus Goal and the Housing Goal of the Livable City Housing Initiative by creating opportunity for the construction of around 14,000 new housing units of various types and at various densities

3. **Reduce trips by automobile and encourage the use of alternative modes of transportation.** The plan supports the Transportation Goal of the Livable City Housing Initiative and the State's Transportation Planning Rule. The Outer Southeast Community Plan does this by
 - Increasing residential densities within a 1/4 mile of transit streets and 1/2 mile of MAX stations
 - Proposing pedestrian districts around transit stations and at the Lents Town Center, Gateway Regional Center, and the Montavilla commercial district
 - Increasing the density of new commercial office and retail developments
 - Designating land for neighborhood shopping centers within convenient walking and cycling distances of residential areas
4. **Protect environmentally sensitive areas from damage.** This includes implementing recommendations of the *Johnson Creek Resources Management Plan*. The Outer Southeast Community Plan does this by
 - Proposing new regulations to mitigate the effect of new development on flooding in the 100-year flood plain of Johnson Creek
 - Maintaining the area south of Johnson Creek in R10 zoning
 - Expanding the boundaries of the Johnson Creek Plan District north to Division Street, including Kelly Butte
 - Designating a broad area on the north slope of Mt. Scott as Open Space Acquisition on the Vision Plan Map
 - Applying environmental zones to recently annexed resource sites
 - Analyzing sites currently outside City limits but within the plan area for environmental zoning upon annexation
5. **Ensure that large institutions in the plan area can expand and grow.** The Outer Southeast Community Plan does this by applying the Institutional Campus designation to Portland Adventist Medical Center, David Douglas High School, Marshall High School, Multnomah Bible College, Portland Community College, Franklin High School, and Cascade College

6. **Improve the livability of outer southeast neighborhoods.** Meet the Neighborhood Goal of the Livable City Housing Initiative The Outer Southeast Community Plan does this by
 - Locating higher-density residential development opportunities along transit streets
 - Maintaining existing zones where current development patterns are not likely to change within the next 20 years
 - Adopting neighborhood plans as part of the Outer Southeast Community Plan

7. **Coordinate with Metro's 2040 Plan.** Some Region 2040 Growth Concept Plan proposals integrated into the plan are
 - Improving the opportunity for intense development in the Gateway Regional Center (Comprehensive Plan)
 - Incorporating the Lents Town Center into the plan as a subarea The Freeway Land Company site south of SE Foster Road and east of the I-205 freeway has been added to it linking this future employment center to higher-density residential and commercial areas (Vision Plan Map)
 - Improving the opportunity for denser development along the proposed I-205 High Capacity Transit Corridor (Comprehensive Map)
 - Improving the opportunity for denser development at the MAX stations (Comprehensive Map) and the development of Station Communities around them (Vision Plan Map)
 - Designating portions of Woodstock Street, 82nd Avenue, Foster Road, Division Street, and 122nd Avenue as Main Streets (Vision Plan Map)
 - Designating Powell Boulevard as a High-Frequency Transit Corridor (Vision Plan Map)
 - Retaining the environmentally-sensitive Mt Scott area south of Johnson Creek in low-density residential designations (Comprehensive Plan) and calling for creation of the equivalent of a new Forest Park on the north side of Mt Scott (Vision Plan Map)

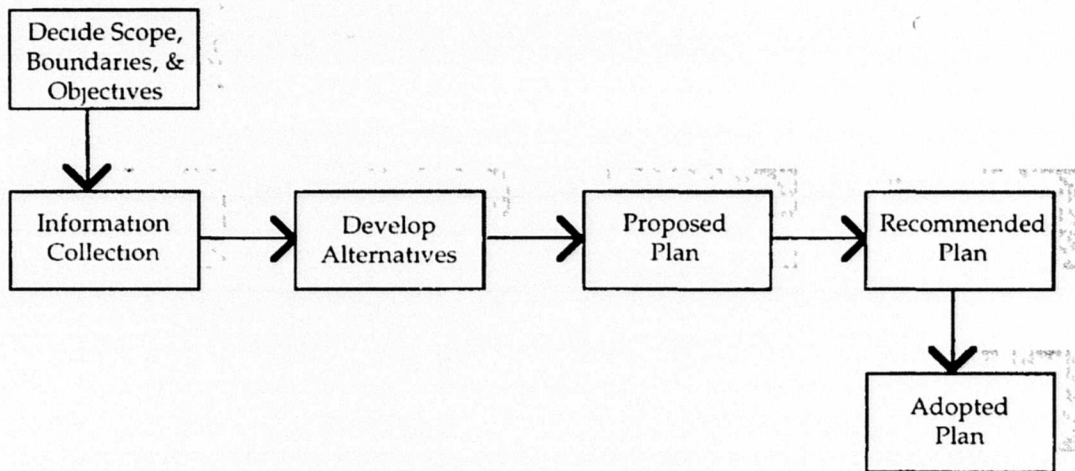
The Planning Process

The process of drafting a community plan must involve talking and listening to the community about what they want to happen. Also, citizens must be consulted about how best to meet the state and local mandates for their area described earlier in this section. Below is a summary of what has happened so far.

Approval of a Process

In August 1992, the Portland Planning Commission adopted a plan process which sets out the study area boundary, the scope of the plan and its objectives, and strategies for citizen participation. The *Process Document* contains decisions reached on these topics.

Process Diagram



Information Gathering

Background information on the plan area was gathered and Planning Bureau staff held a series of workshops in the Fall, 1992. The purpose was to find out what residents and business owners in Outer Southeast thought were the area's assets, problems and opportunities. In early 1993, A *Background Report* and map packet was published.

Two committees were formed at this time to advise City staff on the direction of the plan.

- A **Citizen Advisory Committee (CAC)**, consisting of representatives from each of the neighborhood and business associations and the ROSE community development corporation, to represent the views of residents and businesses.
- A **Technical Advisory Committee (TAC)**, composed of City Bureaus and other governmental agencies, to help carry out plan proposals and to comment on their feasibility.

Review of the Alternatives

After the background information was collected and analyzed and citizen's comments compiled, two alternative land use concepts for the plan area were drafted. Staff also prepared a questionnaire to accompany the two alternatives. The alternatives illustrated two different ways in which the plan area could develop. One was to disperse new housing and businesses throughout outer southeast. The other was to concentrate them in specific locations. They were meant to be a starting place for discussion about the development of the area. To generate as much response as possible, the questionnaire and alternative maps were published as a tabloid and sent to 70,000 households and businesses. The Planning Commission then held hearings on the alternative concepts in March and April, 1994.

The Proposed Plan

After the hearings, it was decided that more direction from the public was needed before drafting the proposed plan. Four workshops were held in the Fall 1994 to solicit comment on Tentative Proposed Zoning maps and a Workshop Booklet. The latter contained proposed policies for proposed subareas. All the information received from these workshops, as well as comments from CAC and TAC members, correspondence, and concerns raised at meetings were taken into consideration when drafting the Proposed Plan and map.

Planning Commission Hearings on the Proposed Plan

The Planning Commission held two public hearings on March 14 and 28th, 1994, to take testimony on the Proposed Outer Southeast Community Plan at the Portland Adventist Medical Center auditorium. An *Amendments Document* was produced that included the changes to the proposed plan requested at the hearings along with written requests that had been sent to the Planning Commission.

The Planning Commission took tentative action on these amendment requests in May and held a public hearing on their tentative actions on June 20, 1995. They made amendments of their own that were included in a second version of the *Amendments Document*. They took final action on the amendments at meetings on July 11 and August 8, 1995.

The Recommended Plan

After final actions were taken on the amendments, the Planning Commission directed the Planning Bureau staff to make revisions in the Proposed Outer Southeast Community Plan, including the proposed neighborhood and business plans. The approved amendments were made to the proposed plan and the result is the Planning Commission's Recommended Plan. It will be forwarded, along with the recommended neighborhood and business plans to the City Council for hearings in November 1995.

City Council Adoption

The City Council conducts its own hearings on the recommended plan and may make revisions. The City Council is scheduled to adopt the Outer Southeast Community Plan and the neighborhood and business plans as part of the City's Comprehensive Plan in January 1996.

How to Participate in the Review of the Recommended Outer Southeast Community Plan The two City Council meetings will be held at the following times, dates and places

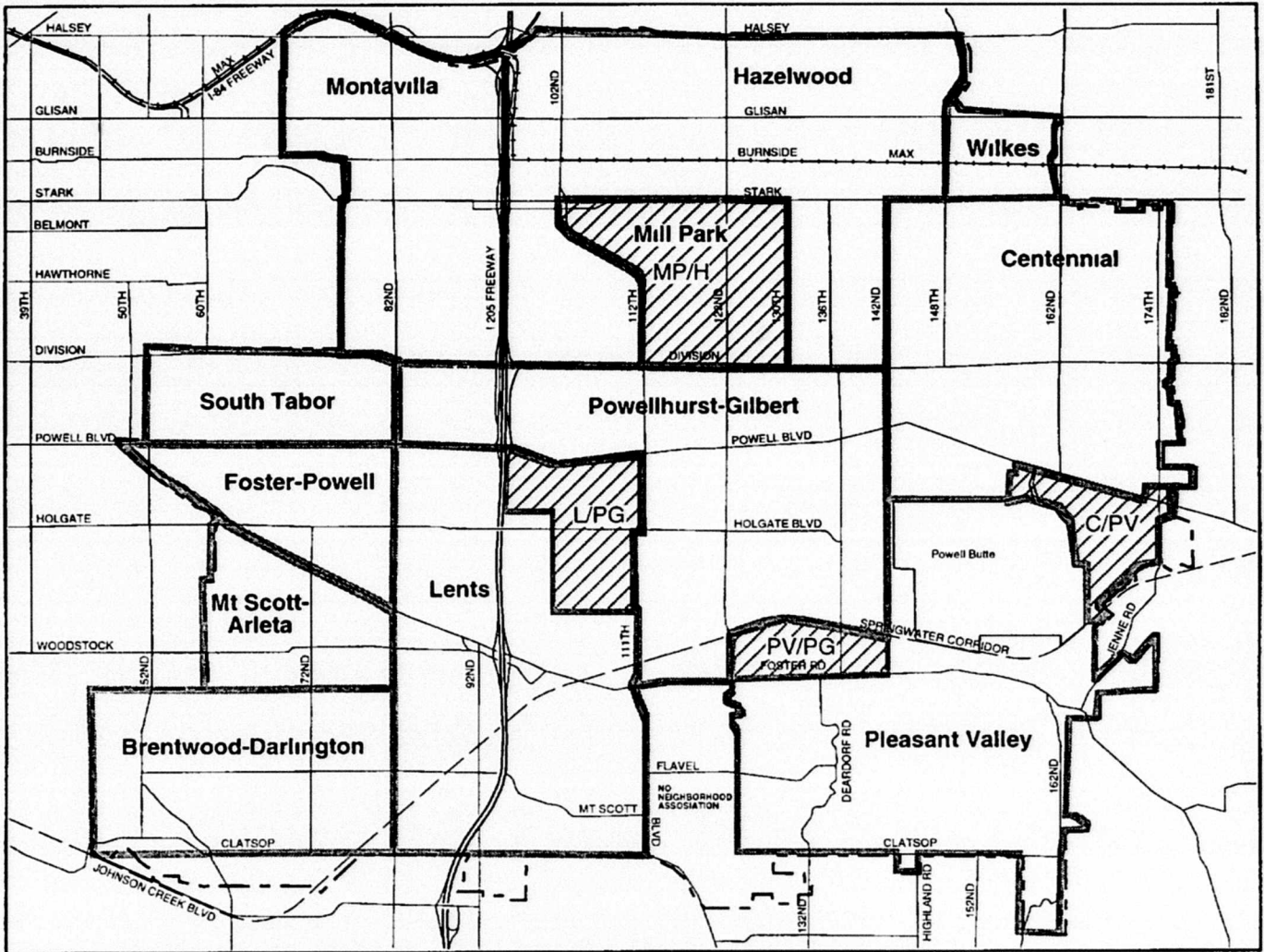
November 8, 1995
Portland Adventist Medical Center
10123 SE Market St
7 p.m.



November 15, 1995
City Council Chambers
1220 SW 5th Avenue
2:00 p.m.

Written testimony will also be accepted. Send requests for changes to the plan and other comments to City Council c/o Jerry Brock, Project Manager, 1120 SW 5th, Rm 1002, Portland, OR 97204.

Process Timeline	
October 1995	Publication of Recommended Community Plan, Neighborhood Plans, and Business Plan
November 1995	City Council Hearings on Recommended Community Plan, Neighborhood Plans, and Business Plan
December 1995	City Council Hearing on the Amendments to the Recommended Community Plan, Neighborhood Plans, and Business Plan
January 1996	City Council Adoption of Outer Southeast Community Plan, Neighborhood Plans, and Business Plan, Design Guidelines, map and code amendments




For more information on the planning process and public involvement, see Appendix 6 on *Planning Process and Public Participation*



 NORTH
 ONE MILE
 Outer Southeast Community Plan October 1995
RECOMMENDED
OUTER
SOUTHEAST
COMMUNITY
PLAN
MAP 2

Outer Southeast Community Neighborhoods

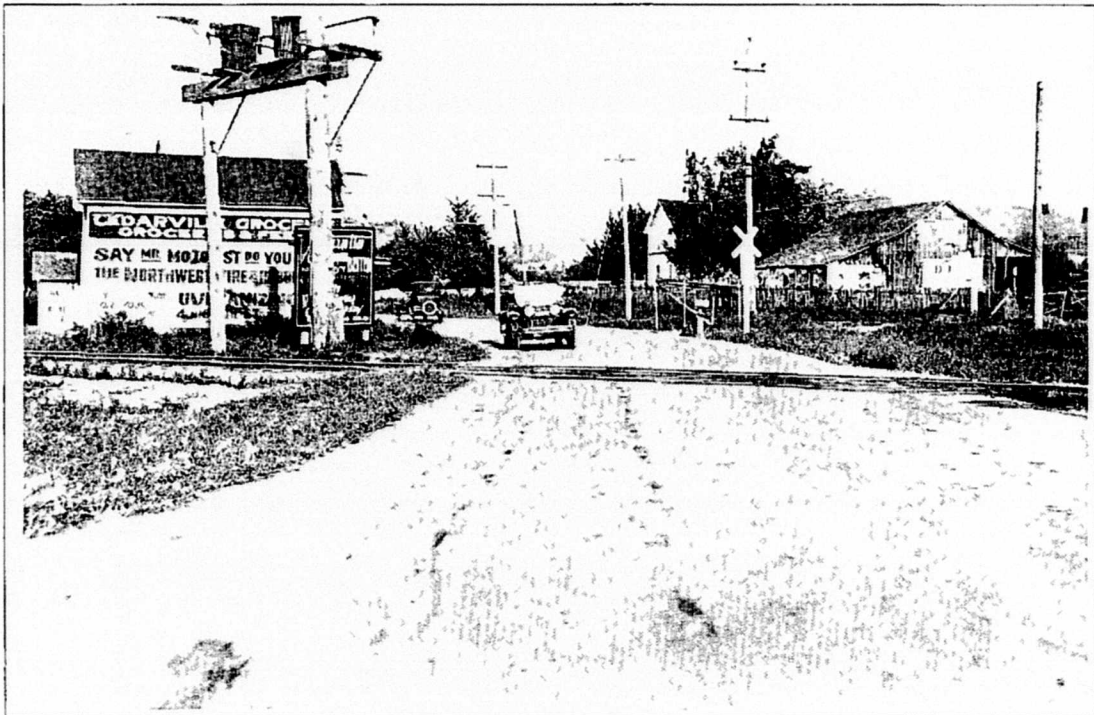
Legend

-  Outer Southeast Community Plan Boundary
-  Neighborhood Boundaries within Outer Southeast Community Plan Boundary
-  Neighborhood Overlap Areas

Neighborhood and Business Plans

Ten of the eleven neighborhoods in the study area have prepared plans as part of the Outer Southeast Community Plan Centennial, Foster-Powell, Hazelwood, Lents, Mt Scott-Arleta, Mill Park, Montavilla, Pleasant Valley, Powellhurst-Gilbert, and South Tabor Each has gone through an extensive public involvement process, including public workshops on draft plans Brentwood-Darlington completed a Neighborhood Plan that City Council adopted in 1991 The Outer Southeast Business Coalition has also prepared a plan

Requests for changes to these proposed neighborhood and business plans were made during the Planning Commission's hearings in March of 1994 The Planning Commission approved some requests and denied others Recommended neighborhood and business plans were published along with the Recommended Community Plan For more information on Neighborhood and Business Plans, see Appendix 7 *Neighborhood and Business Plans*



SE Powell Valley Road at Tinneman Junction
Oregon Historical Society #OrH1 87870

How the Recommended Plan Differs from the Proposed Plan

In response to amendment requests from outer southeast citizens, community groups, and other City Bureaus, the Planning Commission has directed that a number of changes be made to the proposed plan. Many of the changes are additions to and refinements of proposed plan proposals. The most significant of these are summarized below.

Lents Town Center

The Planning Commission directed staff to emphasize the development of a Town Center at Lents. Lents has been designated a Town Center in Metro's 2040 plan, a 50-year plan for growth in the metropolitan area. A new Lents Town Center subarea has been created and policies, objectives and actions added under the Subarea Policies. The Commission would like to see City resources directed towards revitalizing the Lents downtown and creating more employment opportunities on the adjacent Freeway Land site. The Comprehensive Plan designation on the site portion south of Johnson Creek has been changed to Central Employment to allow for more intense development of employment uses. It had been designated Heavy Industrial in the proposed plan.

Johnson Creek 100 Year Flood Plain

At the request of the Bureau of Environmental Services, more attention has been given to the 100-year flood plain of Johnson Creek. More modest increases in residential densities are proposed in the flood plain. Many areas will keep existing zoning and Comprehensive Plan designations will be lowered to match the zoning in some cases. A new section has been added on the flood plain to the Johnson Creek Basin Plan District amendments. This section contains development standards intended to minimize the impact of new development on flooding and ponding in the area. These requirements include limitations on the amount of impervious surfaces and tree removal.

The MAX Light Rail Corridor

The Planning Commission wanted the public investment in the MAX light rail line given additional support in the recommended plan. Residential densities have been increased within a quarter-mile radius of light rail stations to provide additional ridership and to reduce auto trips in the area. Commercial zones that support transit have also been applied within the quarter mile. These designations require pedestrian-oriented development and do not require parking. The purpose

is to create convenient, pedestrian-oriented commercial areas around the light rail stations so that shopping trips and transit use can be combined

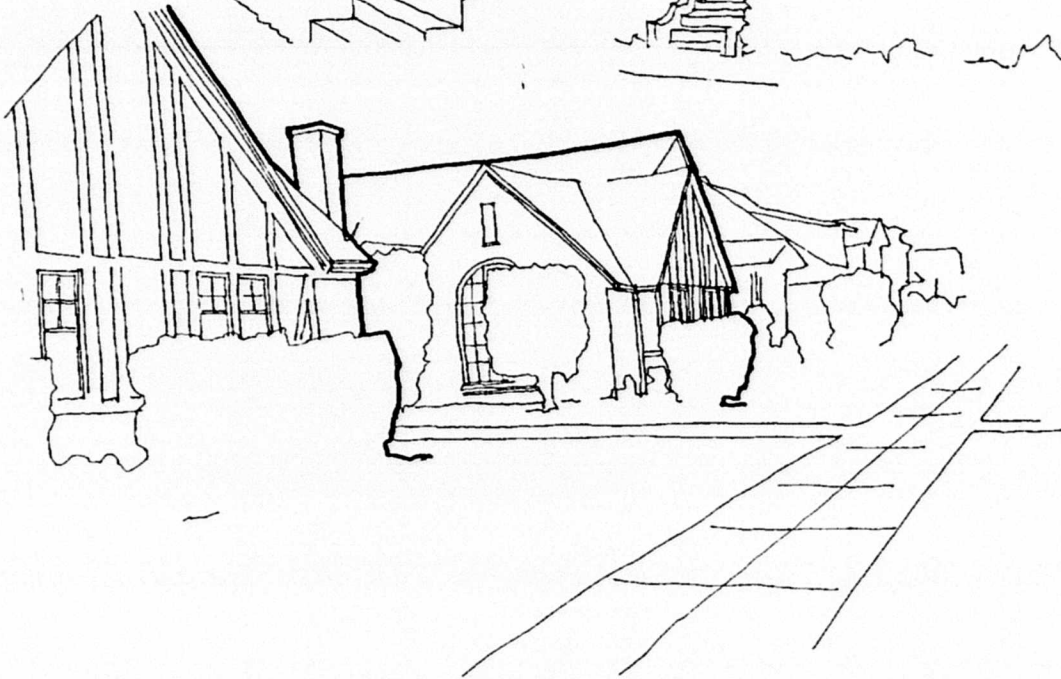
Street Connectivity

Recommendations to require connecting streets in the less-developed parts of the plan area and the Gateway Regional Center differ from those in the proposed plan. In collaboration with Portland's Office of Transportation, Planning Bureau staff has made changes to development standards for streets proposed for the Gateway and Johnson Creek Basin Plan District regulations and in plan policies and objectives. The recommended plan policies, objectives, and code amendments provide more flexible standards. More specific standards will be drafted during the Land Division Code rewrite project. These will apply city-wide when completed. Reinforcing the street grid in outer southeast is important for encouraging walking, bicycling, and transit use and for reducing auto trips.

Other Changes to the Map

The Planning Commission approved a number of requests to amend the proposed plan map. One of the more significant of these was the decision to keep the intersection of 82nd Avenue and Division General Commercial designation instead of changing it to Central Employment. They felt that this was not an appropriate area for Central Employment uses. The Commission agreed with citizens in the Suburban Subarea that the R3 designation should be retained because the appropriateness of the development standards for the area. On the proposed plan map, all R3 zoning had been changed to R2. Last, several community groups asked that areas along Duke and Flavel be upzoned to R2.5 to spur new housing production in Brentwood-Darlington. The Commission agreed with them.





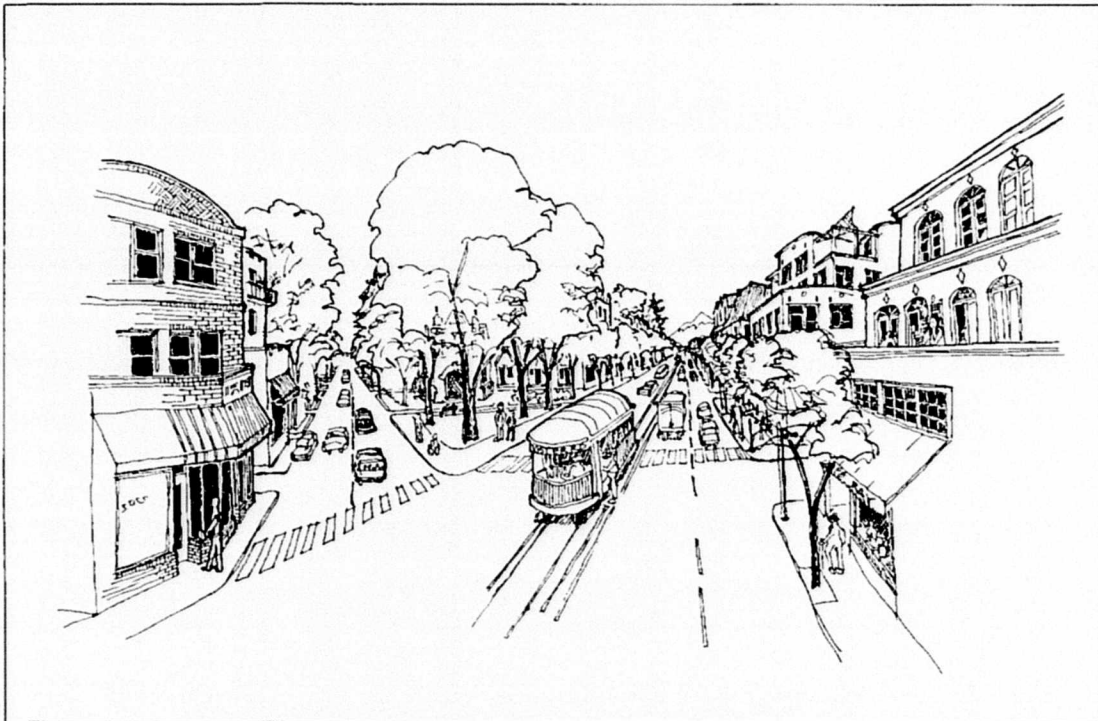
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The Outer Southeast Community Plan

A Perfect Vision for Outer Southeast Portland in 2020

By the year 2020, the Outer Southeast area's character has coalesced into a clear, distinct, and positive identity. Its homes, businesses, and institutions have been well-maintained or upgraded and the area provides a variety of attractive living and working environments. Its newer homes and businesses have been built with respect for the characteristics of the surrounding areas. New developments have stimulated the redevelopment and rehabilitation of lower-quality buildings, which in turn have spurred additional upgrading. This spiral of improvement is continuing into the future.

The outer southeast community remains a fine place for individuals and families of all income levels to live, raise their children, and enjoy neighborhood camaraderie. Street trees shade neighborhood streets. Property owners have landscaped and made other improvements that have made neighborhoods more pleasant. Streets have been paved and sidewalks added, the entire area is safer and cleaner.



At the crossroads of Foster Road and Holgate Boulevard
Courtesy of Southeast Uplift, Drawn by Cynthia Bankey, Architect

Business and neighborhood associations have sponsored tree-planting projects. The City, Metro, community civic groups, and Tri-Met have added street furniture and transit shelters along major commercial streets and shopping centers. These efforts have made the area's streets and business areas more enjoyable for shopping and relaxing with friends. Pedestrians are shielded from heavy traffic areas by the street trees and street furniture.

Special places in Outer Southeast, such as Johnson Creek, the Buttes, and Mt. Scott, are protected for their resource value and the enjoyment of the City's citizens. Problems with flooding, erosion, and pollution are solved. The Springwater Corridor continues to attract both residents and visitors, who monitor its safety and help protect it from encroachment.

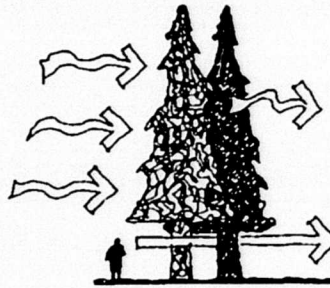
Newly-arrived Oregonians, whether immigrating from other countries or from other parts of the United States, find the Outer Southeast area to be one of the region's better bargains and locations for housing. New residents bring with them different traditions, making this part of Portland exciting, as residents and business explore fresh ways of looking at living, playing, and working together.

The community's streets have remained safe, and become safer as residents and businesses work as partners with crime prevention agencies.

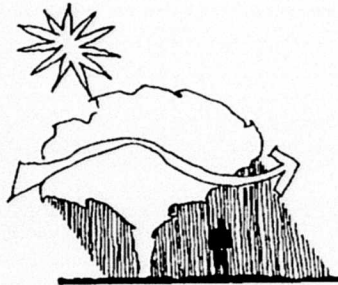
Outer Southeast Portland has been blessed with a grid transportation and street pattern, that makes every mode of transportation easy to use. This pattern has been strengthened, benefiting transit riders, bicyclists, and pedestrians. Transit service continues to improve, keeping pace with the growth of the area's households and jobs.

Residents and businesses have demonstrated that they care about their neighborhoods and community by investing their time and energy in the Outer Southeast Community Plan's implementation.

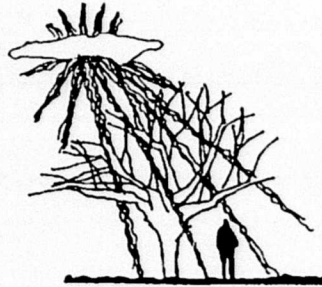
SOME MERITS OF TREES.



- Break the wind
- Help unify buildings of different styles & sizes

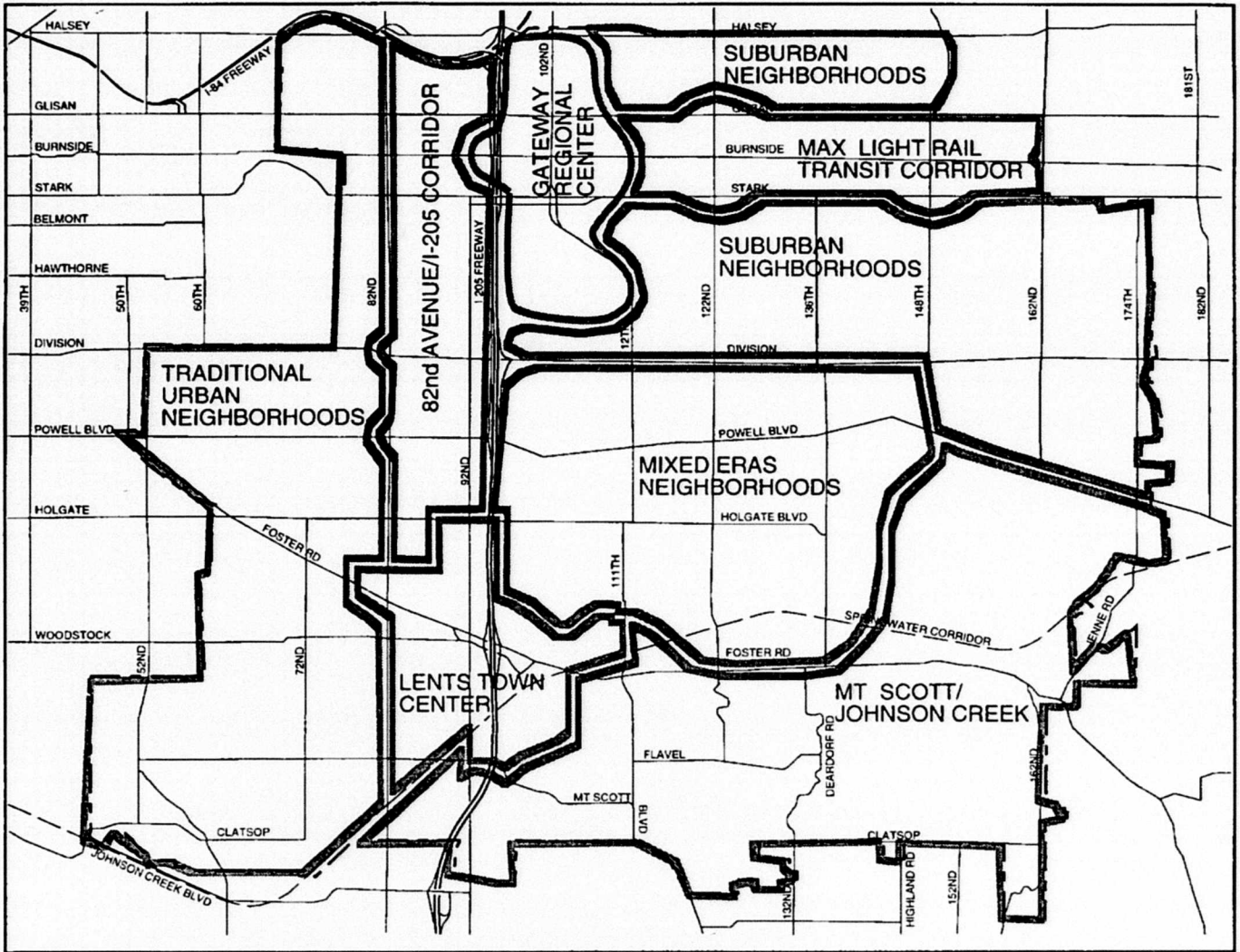




- Define and organize space
- Create a sense of enclosure and privacy
- Provide shade and cooling



- Evolve with the seasons
- Beautify the streetscape
- Allow winter light through

From **Building Blocks for
Outer Southeast Neighborhoods**
by Portland Community Design



 NORTH
 ONE MILE

Outer Southeast Community Plan October, 1995

RECOMMENDED

**OUTER
SOUTHEAST
COMMUNITY
PLAN**

MAP 3

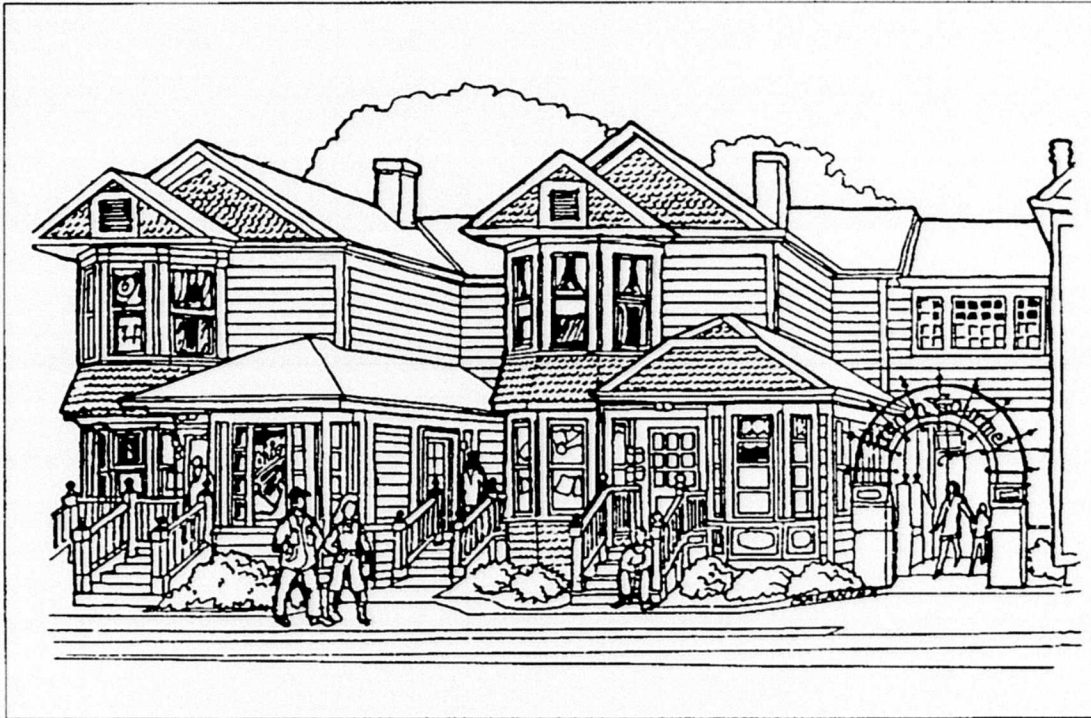
Outer Southeast Community Subareas

Legend

- Outer Southeast Community Plan Boundary
- Subarea Boundaries

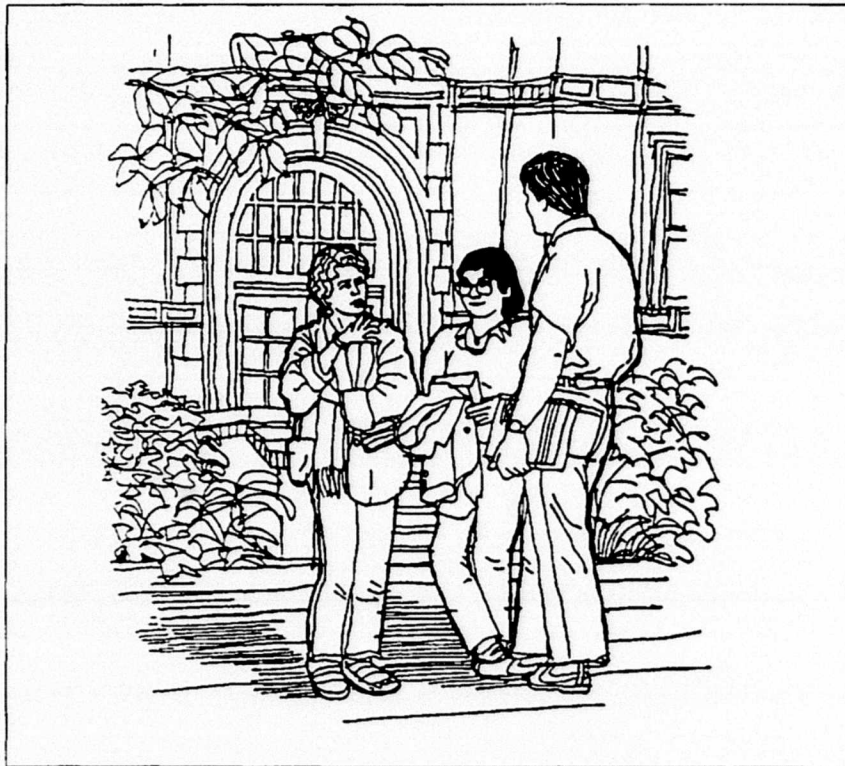
Outer Southeast Subareas: Looking Back with Perfect Vision From 2020

Traditional Urban Neighborhoods. The predominant character of this area builds on the large number of buildings remaining from earlier development periods. Bungalows, farmhouses, and small attractive Victorians have been preserved and renovated, giving the neighborhoods a charm usually only found in older neighborhoods closer to the river. Businesses along Foster and Powell have successfully emerged from auto-dominance to a more friendly mix of local and regional services, retail shops and offices, some fronting directly on the now pedestrian-friendly streets and some oriented to side and back parking.



Revived homes along main streets provide an attractive means to integrate shops and offices into the existing neighborhood fabric

The 82nd - I-205 Corridor Formerly dominated by auto traffic, this corridor has experienced the most profound change in Outer Southeast Portland. From an aging commercial strip, this subarea has transitioned into a hub of business, transportation and educational activity. Building on the established institutions of Marshall High School, Portland Community College, Cascade College, and the Multnomah Bible College, residents and businesses have successfully built links with these and other vocational, trade and collegiate schools in the region.



Lents Town Center. Having made the transition to an “urban village” and area-wide employment center, the Lents Town Center has become the region’s showpiece. Framed by traditional and alternative forms of housing and blessed with a variety of recreational opportunities, open spaces, and parks, the Town Center was challenged to meet the needs of both environmental constraints and economic imperatives. Its success encourages new residents and businesses to invest in the area and shoppers to visit.

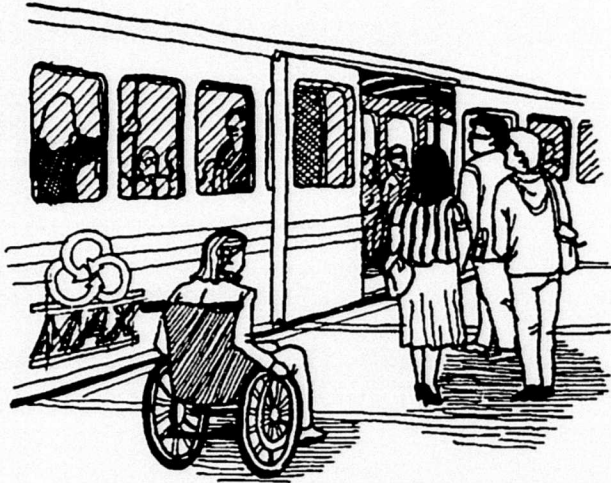


A 2020 vision of Lents looking east on Foster Road
Courtesy of the Regional Rail Summit Charrette, 1992

Gateway/Mall 205 Regional Center Growing dramatically, Gateway has added many multi-storied buildings with ground floor restaurants and trendy retail shops, as was anticipated in 1995. Modern transit stations let passengers off at locations sheltered from the strong east winds and driving winter rains. Beyond the stations lie the heart of this exciting new employment, commercial, and entertainment district, anchored by major retailers and office complexes. The park blocks are the focus of development and offer open space and relaxation for the growing population of residents, workers, and visitors.



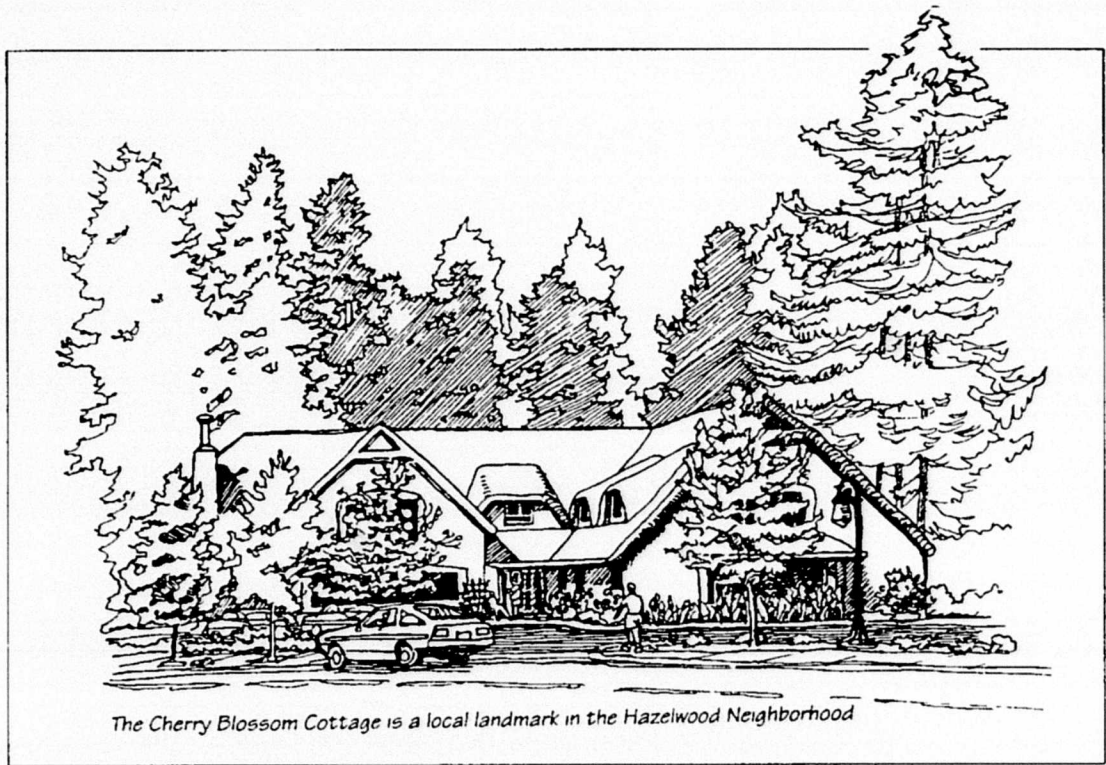
MAX LRT Corridor. All along the line, folks now walk, bike, and pursue sociable and recreational activities with their neighbors. Apartment, condominium, and rowhouse developments grow up around the area's light-rail transit stations with their lively sidewalk environments. Retail and office establishments, day care centers, gyms, and local shopping centers attract residents who live in this area for ease of access to the greater metropolitan area.



In Mixed Use Development shopkeepers provide a watchful eye during business hours while residents are away at work. In the evening, after shops close, residents provide the watchful eyes.



Suburban Neighborhoods. This subarea has seen the least change. Its stable neighborhoods have seen modest infill housing, some owners here and there decided to take advantage of the City's policy to allow "mother-in-law" apartments in existing homes. A number of rowhouses and apartment complexes have been built near transit streets. Residents find that developers working with their neighborhoods have constructed dwellings that "fit" with similar buildings nearby and enhance public safety.



The Cherry Blossom Cottage is a local landmark in the Hazelwood Neighborhood

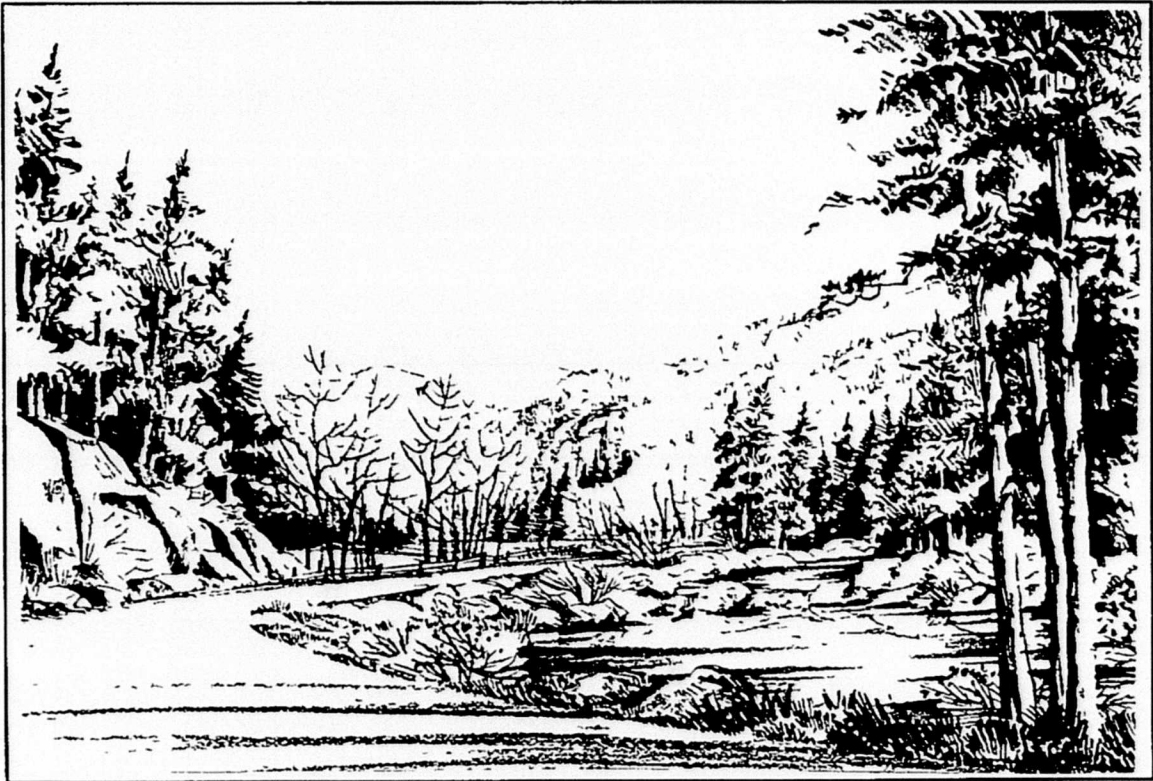
Mixed Era Neighborhoods. Similar in nature to the Suburban Neighborhoods Subarea, this subarea experienced a high growth rate. The area was expected to grow quite a bit, due to the construction of the sewers, and also because the lots were large enough to make new developments financially attractive to owners. That is, indeed, what has happened. Renovation of older homes improved the area's image in the larger community. Small neighborhood businesses such as groceries, audio and video rentals, day care, and beauty salons have opened within walking distance of home.



Large lots have been divided into smaller blocks with narrow streets, sidewalks and street trees. This provides a cozy streetscape with safe walkways to stores and public transit.
Courtesy of Southeast Uplift, Drawn by Cynthia Bankey, Architect

Mt. Scott/Johnson Creek A large new east Forest Park on the north slope of Mt Scott balances west side park development and provides an attractive open space focus for all of southeast Portland. This area has become a major link in Metro's Greenspace Program, a band of open space that now encircles the entire region, as well as the 40 Mile Loop.

See section on Vision Plan Map for more detailed proposals



The Vision Plan Map

The Vision Plan Map will show one way to make the Vision on the preceding pages a reality. The Vision Plan Map serves as a standard against which to measure desired change in outer southeast in the coming decades. It provides a framework within which to think about issues and concerns. It is a generalized blueprint for growth. The Vision Plan goes beyond what is possible through zoning and the limitations of market value.

This map and its elements take what people have said from the beginning -- that they like this part of town -- and, recognizing the reality of mandates, identifies possibilities not immediately evident in the Comprehensive Plan map. The Vision Plan relies heavily on four main themes:

- 1) retaining as much as possible the established character of residential neighborhoods which define the area
- 2) focusing employment at Gateway and Lents, along main streets, and at nodes
- 3) identifying lands for parks and open spaces, and
- 4) identifying and locating urban design features

Two compelling map features stand out. They are the Gateway Regional Center and the Lents Town Center with a Mixed Used Employment Center at the Freeway Land Company site. (The Freeway Land Company site has been added to the town center as part of the recommended plan.) Envisioned are thriving commercial and employment centers, both with high-density housing, parks, and waterways.

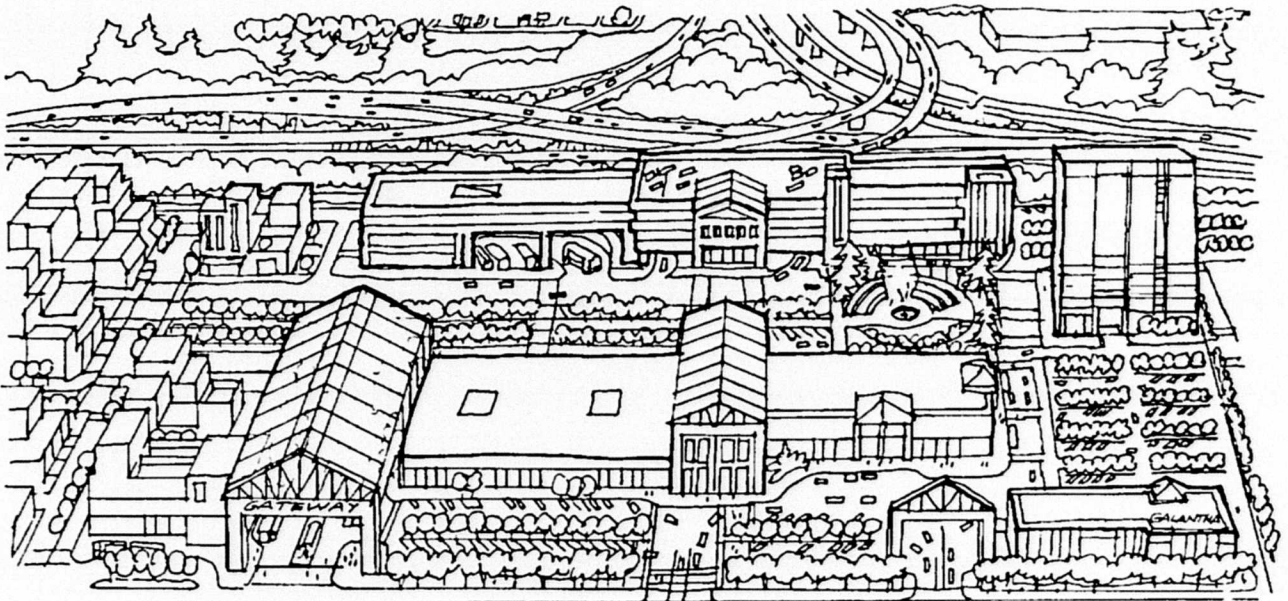
The Lents Town Center, with its historic buildings, is advantageously situated. Both Johnson Creek and the Springwater Corridor run through it. Beggar's Tick Marsh is within its boundaries as is the Freeway Land site with its potential for becoming an employment center.

Gateway is envisioned as the centerpiece for outer southeast, being situated at the convergence of two freeways and the MAX line. Its success as an identifiable center relies heavily upon the development of the park blocks and focal points envisioned in the Plan.

The Vision Plan Map recognizes that, generally, most outer southeast streets are auto-oriented corridors. Although some portions of the major streets west of I-205 had trolley lines on them at the beginning of the century, new development expanded into the country because the automobile made it more accessible.

This Vision Plan Map envisions a transition to a more pedestrian-friendly environment by widening sidewalks and adding street trees. Some of these streets will be a new kind of "Main Street" with buildings placed next to the sidewalk with ground floor windows and entrances facing the street. The idea behind changing the character of the streets in this way is to make them belong to walkers, bicyclists, and transit users as well as automobile drivers. The need to make our major streets more attractive to foot traffic is good economic sense.

On the Vision Plan Map a major park and open space area is envisioned on the north slope of Mt. Scott, a counterpoint to Forest Park in northwest Portland. While such an effort would require land purchases or donations, the proposal echoes that of Forest Park by the Olmstead Brothers, who suggested the original scheme of parks for the City (Washington Park, Terwilliger Parkway, etc.). See Appendix 4 *Vision Plan Map Elements* for a description of the other features.



The Gateway district is the largest commercial center between Portland's Central City and Gresham. Gateway, with increased building heights, a transit center, apartment housing to the south and a "village square" to the north, is pictured.

Outer Southeast Community-wide Policies

Community-wide policies provide the overall framework for the Outer Southeast Community Plan. Emphasis is on more efficient use of commercial and industrial land, additional opportunity to build new housing, and land use patterns that support alternative means of travel -- transit, bicycling and walking. These policies present the rationale for changes to the Comprehensive Plan map and amendments to the Zoning Code. Other City programs that support these objectives are also mentioned.

An introduction describing major features and defining key words precedes each of the six policy areas. This is intended to be explanation only. The policy and the objectives are recommended for adoption by ordinance. The action charts are recommended for adoption by resolution. Particular projects, programs and changes to the zoning patterns and zoning code regulations are listed along with a time line and implementors of these actions.

OSE's tall trees and abundant landscaping help to unify the variety of styles and scales that are prevalent in the area.



From **Building Blocks for Outer Southeast Neighborhoods**
by Portland Community Design

Economic Development Policy Introduction

Providing residents with local good-paying jobs and promoting vital commercial and industrial areas in the neighborhoods are important objectives of this policy. Increasing the disposable income of residents helps ensure that local businesses providing them with goods and services will succeed. If these businesses have enough income to upgrade their appearance and expand available goods and services, they will be able to draw more customers from both within and outside the community and provide more jobs for residents.

New Job Creation

A majority of residents in the outer southeast neighborhoods have incomes below the City median income. More of these residents need jobs that pay a family wage. Metro's definition of a **family wage job** is "A permanent job with an annual income greater than or equal to the average annual covered wage in the region."¹ The plan area needs to be able to attract more businesses that provide these kinds of jobs.

The goal for new job creation in the Outer Southeast Community Plan is 6,000 new jobs over the next 20 years. Promoting more intense use of land currently zoned for commercial and industrial use is how this plan will aid the creation of new jobs. A primary goal of the Outer Southeast Community Plan is to encourage more labor-intensive businesses to locate on available land. Also, the Portland Development Commission will be targeting outer southeast for "workforce development." This means creating community networks to connect outer southeast residents with job opportunities and job training.

A Regional Center

One of the most important proposals is creating a "**Regional Center**" in the area from the Gateway Shopping Center to the Portland Adventist Medical Center area. Metro defines a "Regional Center" as a major employment center with good access by mass transit. High-density housing and more intense commercial uses including office buildings are being encouraged in the area. The application of the **Institutional Campus** designation will provide certainty that Portland Adventist Medical Center, outer southeast's largest employer, can grow.

¹ The Oregon State Employment Division puts the average covered wage for the Portland metropolitan region for 1993 at \$26,683. This comes out to almost \$13.00 an hour.

Revitalizing Commercial and Industrial Areas

Some of outer southeast's commercial and industrial areas are underused. These areas include parts of 82nd Avenue and older industrial areas. Older neighborhood commercial districts such as Foster Road west of 82nd Avenue and Montavilla are in need of physical improvements. Lack of parking spaces and room for businesses to expand are both serious problems. Neighborhood residents are concerned that the more successful businesses will move out of these districts, taking their jobs with them.

Reusing Land in Older Auto-oriented Commercial Strips

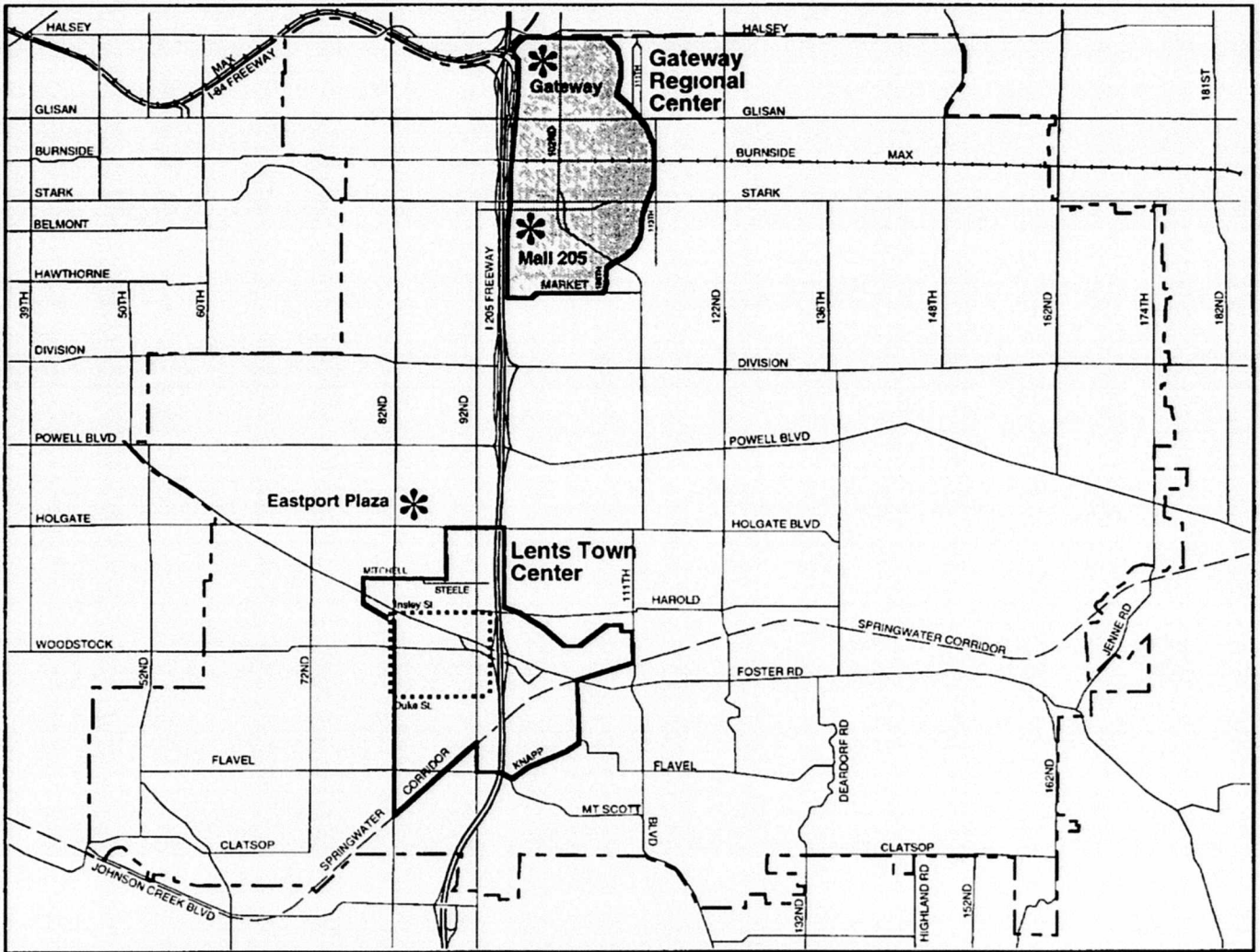
To attract higher-paying jobs to the area, some commercial land is being rezoned so that more industrial businesses can locate in outer southeast. Large sites at 82nd and Foster have been zoned Central Employment so that a wider range of uses can locate there when the area around this intersection redevelops. The south end of 82nd has been zoned for General Employment uses, allowing more and larger industrial businesses.



Industrial Areas

Industrial areas such as Prunedale and the area south of Kelly Butte have been zoned to attract more labor-intensive businesses. On the recommended plan map, General Employment zoning, EG, is applied to both areas to allow a wider range of uses, including industrial. The Freeway Land Company site is zoned a combination of EG and Heavy Industrial, IH. This will allow office and commercial uses to locate on the outside edges of the site and the continuation of heavy industrial uses in the interior. Both Prunedale and the southern portion of the Freeway Land site have Comprehensive Plan designations of Central Employment to allow them to develop more intensely in the future.

Neighborhood Business Districts

In the older neighborhood commercial districts, both public and private efforts are being made to improve business retention and allow business expansion. The depth of zoning is being increased along Foster Road so that existing businesses can expand. The Portland Development Commission has funded a storefront improvement project in Lents and has targeted the business district for loans and other kinds of assistance. A revitalization plan for Lents is being drafted by the ROSE community development corporation in cooperation with local business owners.



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Outer Southeast Community Plan October 1995

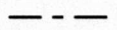




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**OUTER
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COMMUNITY
PLAN**

MAP 4

Economic Development Policy Map

Legend

-  Outer Southeast Community Plan Boundary
-  PDC Target Commercial Area
-  Major Shopping Centers
-  Regional Center
-  Lents Town Center

Economic Development Policy:

Improve the vitality of outer southeast business districts and employment centers. Ensure that they grow to serve the needs of outer southeast residents, attract customers from throughout the region, and generate family wage jobs for residents.

Objectives:

- 1 Foster the revitalization of older business districts including Foster Road, 82nd Avenue, and the old downtowns of Lents and Montavilla
- 2 Promote the reuse and redevelopment of vacant, underused, or dilapidated commercial sites on arterials along both sides of I-205
- 3 Create up to 6,000 new jobs in the outer southeast area by encouraging development of commercial and industrial areas
 - a Increase the range of uses allowed in portions of commercial strips that are likely to redevelop This would include more light industrial uses with fewer restrictions on size
 - b Maintain a supply of land on which industrial uses can locate
 - c Provide certainty for medical and education institutions, encouraging them to grow and foster related businesses nearby
 - d Encourage the development of a regional center in the area from the Gateway Shopping Center to the Portland Adventist Medical Center
 - e Encourage the development of the Lents Town Center at the I-205/Foster Road interchange
- 4 Promote the growth and retention of existing businesses to increase the number of jobs they provide
- 5 Recruit businesses that provide family wage jobs
- 6 Provide outer southeast residents with information and access to family wage job opportunities

Economic Development Policy Action Chart:

#	Actions	Time				Implementors
		On-going	Adopt With Plan	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS:					
ED1	Identify portions of older commercial areas that need commercial facade improvements and seek funding for them	X				BAs, PDC, BHCD, ROSE
ED2	Look for opportunities to expand City programs for storefront improvement and business development	X				PDC
ED3	Support the development of a regional center in the Gateway Shopping Center to Portland Adventist Medical Center area as designated in Metro's 2040 Plan	X				BOP, Metro
ED4	Assist in the redevelopment of the Freeway Land Development Corporation site for high density employment opportunities			X		PDC, BHCD
ED5	Expand Portland Community College's 82nd Avenue facility and meet more of the job training and educational needs of the area's residents				X	PCC
ED6	Create a network of community organizations that help connect outer southeast residents to jobs			X		PDC
	PROGRAMS:					
ED7	Provide planning and technical assistance to local business associations working to improve the area's business districts and employment centers	X				BOP, PDC, State
ED8	Seek funding to support programs providing educational and development assistance and investment capital for area businesses			X		BHCD, PDC, BAs, ROSE
ED9	Maintain an accessible inventory of vacant and redevelopable industrial sites in the community	X				PDC, BAs
ED 10	Consider maintaining an accessible inventory on vacant and redevelopable commercial sites			X		PDC, BAs
ED 11	Coordinate public programs for businesses with City's First Source Agreement Employment Policy			X		PDC

Economic Development Policy Action Chart:

#	Actions	Time				Implementors
		On-going	Adopt With Plan	Next 5 Yrs	6 to 20 Yrs	
	REGULATIONS:					
ED 12	Increase the depth of zoning to 200' in certain locations along Foster Road and 82nd Avenue to allow existing businesses to expand		X			BOP
ED 13	Use the "b" buffer overlay zone to improve the compatibility of new full block development with adjacent residentially zoned areas		X			BOP
ED 14	Rezone portions of existing commercial strips to allow a greater variety of employment uses to increase their potential for creating family wage jobs		X			BOP
ED 15	Maintain a supply of land designated for Industrial Sanctuary in the southern part of the plan district		X			BOP
ED 16	Zone some smaller underused general industrial areas to employment use to allow for more intense development of a broader range of uses These include Prunedale and an area along Powell Boulevard south of Kelly Butte		X			BOP
ED 17	Apply the institutional designation to large institutional uses to encourage them to stay and expand in the plan area These are Portland Adventist Medical Center, Franklin High School, David Douglas High School, PCC 82nd Avenue Campus, Marshall High School and Multnomah College of the Bible		X			BOP

Note Action Charts will be approved by Portland City Council by resolution They are a starting place All actions have an identified implementor They will be adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action

Transportation Policy Introduction

A good network of major streets and two interstate highways serve the Outer Southeast Community. In most of the plan area, the location of major east-west and north-south streets form a grid every half mile to a mile. This street grid allows traffic to move through the area without serious congestion. This may not be the case in the future, however, since the area is expected to grow in population. Preventing future traffic congestion will depend on increased use of alternative modes of transportation: riding public transit, bicycling and walking. Reducing auto dependency is not just a desirable goal -- it is a requirement. The State of Oregon's Transportation Planning Rule requires the City to reduce the amount of auto use by 20% in the next 30 years.

Low-density residential neighborhoods and dispersed shopping and employment centers generate traffic. The further apart our destinations, the more likely we will travel by automobile and the longer those trips will be. More intense development will reduce the need for driving by providing support for frequent transit service and amenities such as sidewalks and street trees. This policy proposes more compact development, particularly around the light rail stations, streets with bus service, and commercial areas.

Housing on or near Streets with Transit Service

The most important proposal for reducing auto use in the Outer Southeast Community Plan is increasing housing along streets with bus service. Streets with current or planned public transit services are called "**transit streets**" in the Transportation Element of Portland's Comprehensive Plan. All the major arterials in outer southeast, as well as a number of minor through-streets known as collectors, are transit streets. "**Major**" transit streets have more frequent bus service. Housing densities proposed for these streets are greater than on "**Minor**" transit streets where bus service is not as frequent or is planned but not yet available.

The OSCP also proposes more housing around MAX light rail stations. Proposed zoning encourages attached housing such as rowhouses and multifamily housing. Light rail makes it easier for residents to commute easily to jobs in Portland's Central City and Gresham. MAX will soon tie into the west-side light rail line allowing quicker commuting to employment centers in Washington County. According to the Metro 2040 plan, some form of high-capacity transit is planned for I-205. Housing densities, adjacent to this freeway where it intersects with major streets where transit stops would be located, have been increased.

Connecting Streets

Improved connections among smaller local streets can reduce driving. West of I-205, a local street grid is in place. However, more suburban and rural areas east of I-205 need better street connections. In some places, long blocks have no connecting east-west or north-south streets for a half mile or more. New single-family homes are being built on flag lots and small subdivisions are being created around short cul-de-sacs in the interior of long blocks. The lack of connecting streets makes walking and bicycling difficult. Getting to transit service is also more complicated. Expanded Johnson Creek Basin and Gateway Plan District regulations will address this problem.

Neighborhood Commercial

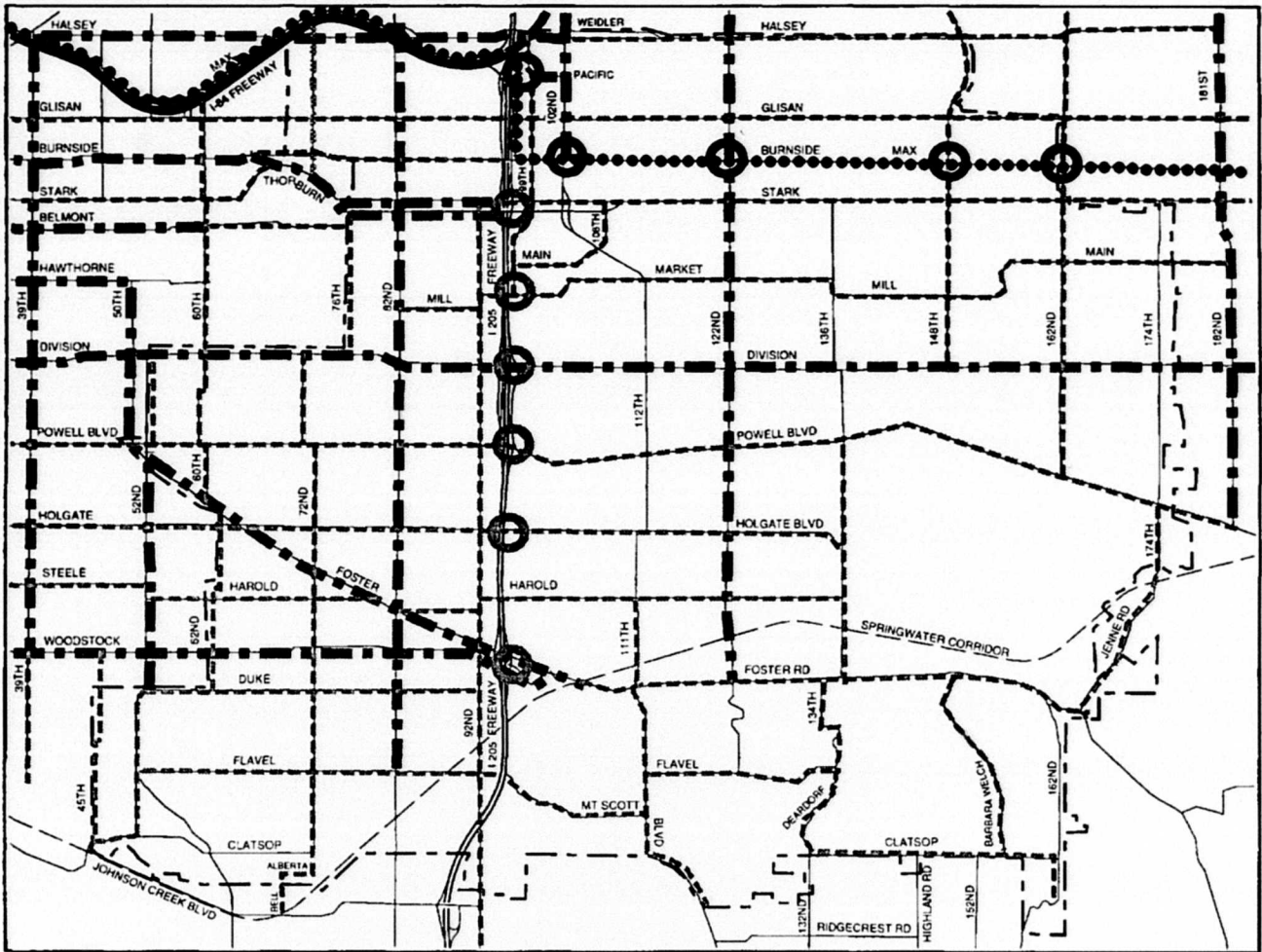
Locating neighborhood commercial uses in residential areas far from commercial strips and shopping centers reduces reliance on the automobile. The plan proposes several small nodes of neighborhood commercial east of 122nd. Residents will be able to walk or bike to a convenience store or small grocery store to buy a quart of milk or a loaf of bread instead of driving.



Through Traffic in Residential Neighborhoods

Keeping pass-through traffic out of residential areas as the population grows helps preserve the livability of outer southeast neighborhoods. The area's neighborhood associations have been instrumental in identifying streets with excessive traffic and speeding and which are in need of traffic management devices such as speed bumps. This policy addresses reducing traffic on local residential streets generally. The neighborhood plans drafted as part of the outer southeast planning process deal with the issue of excess traffic and speeding on residential streets more specifically.

Truck Routes

Industrial areas need good truck access so that materials can be delivered, and goods shipped efficiently, without creating traffic problems in surrounding neighborhoods. In outer southeast, most industrial areas are located just east of I-205. The largest of these is the Freeway Land Company site just south of Foster Road and east of I-205. If this site develops more intensely in the future, traffic improvements may need to be made. Conflicts between truck traffic going to this site and recreational use of the Springwater Corridor will need to be resolved.



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Outer Southeast Community Plan October 1995

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**OUTER
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COMMUNITY
PLAN**

MAP 5

Transportation Policy Map

Legend

- — — Outer Southeast Community Plan Boundary
- Regional Transitway
- — — Major Transit Streets
- - - - - Minor Transit Streets
- Existing Transit Stations
- Proposed Transit Stations

Source
 Transportation Element
 City of Portland Comprehensive Plan
 City of Portland
 Office of Transportation
 October 1992

Transportation Policy:

Ensure that streets in outer southeast form a network that provide for efficient travel throughout the community and to other parts of Portland and the region. Reduce congestion and pollution caused by the automobile by creating land use patterns that support transit, bike, and pedestrian travel.

Objectives:

- 1 Reduce the amount of automobile driving done by area residents by making it more convenient to use public transit
 - a Increase housing densities within one-quarter mile of transit streets
 - b Encourage a mix of multifamily housing and shopping opportunities in areas with good transit service
- 2 Support better mass transit service by creating opportunities to develop higher-density housing on or near streets with public-transit service or planned public-transit service Ensure that this housing blends in with that of surrounding residential areas
- 3 Ensure that outer southeast residents have adequate public transportation to job sites
- 4 Pursue and plan for high-capacity transit on I-205, with a Lents station
- 5 Increase housing densities where streets cross I-205 to support development of a future high capacity transit facility such as a light-rail line or express bus service
- 6 Keep through-traffic on freeways and arterials and off local streets
- 7 Create through streets at frequent intervals
- 8 When practical difficulties prevent full street improvements, seek ways of providing connections for limited auto access and for full pedestrian and bike access
- 9 Ensure adequate truck access to industrial sites so that raw materials can be delivered and products shipped However, keep truck traffic out of residential areas when possible

Transportation Policy Action Chart:

#	Actions	Time				Implementors
		On-going	Adopt With Plan	Next 5 Yrs	6 to 20 Yrs	
PROJECTS:						
T1	Evaluate truck access to industrial areas east of I-205 as a part of the Transportation System Plan process Areas of concern include the industrial areas on either side of Foster Road	X				PDOT, PDC, Pvt
T2	Request that PDOT conduct a study and make recommendations to resolve conflicts between truck access to industrial areas on either side of Foster Road east of I-205 and recreational use of the Springwater Corridor			X		PDC, Parks, BAs, Pvt
PROGRAMS						
T3	Assess the adequacy of public transit routes and schedules to job centers Ensure that residents have access to employment and industrial centers during all shifts			X		TM, PDC, BAs
T4	Request that the classification of Powell Boulevard as a Neighborhood Collector east of I-205 be reviewed during the Transportation System Plan process			X		NAs
T5	Improve safety for pedestrians and bicyclists traveling along Powell east of I-205				X	ODOT, PDOT
T6	Investigate ways to provide lighting for pedestrians beyond what is currently available in order to encourage walking as an alternative mode of travel			X		PDOT
T7	Investigate alternatives to street lighting which will improve pedestrian safety			X		PDOT
REGULATIONS:						
T8	Apply the "a" overlay to single-family residential areas within 1/4 mile of all transit streets and lower density areas near the MAX light rail line east of Gateway		X			BOP
T9	Zone some small areas Mixed Use near MAX light rail stations, 72nd Avenue west of Mt Scott Park and along Woodstock between 82nd Avenue and 91st Avenue		X			BOP
T10	Increase the amount of Medium and Low Density Multi-Dwelling zoning along streets where there is frequent bus service -- 82nd Avenue, 122nd Avenue, and Woodstock west of I-205		X			BOP

#	Actions	Time				Implementors
		On-going	Adopt With Plan	Next 5 Yrs	6 to 20 Yrs	
	REGULATIONS (CONT.)					
T11	Zone additional areas near I-205 Attached Residential, R2 5, and Low Density Multi-Dwelling, R2 This will create transit-supportive densities and increase the likelihood that high-capacity transit service will be developed		X			BOP
T12	As part of the Land Division Code rewrite project, develop regulations which require connections in order to create a complete street network			X		BOP, PDOT
T13	Require new public streets to connect to existing streets and create a circulation network			X		BOP

Note Action Charts will be approved by Portland City Council by resolution. They are a starting place. All actions have an identified implementor. They will be adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.



Courtesy of Portland Office of Transportation

Housing Policy Introduction

The Portland metropolitan area has become an attractive place to live and do business. As a result, 500,000 to 700,000 people are expected to move here in the next two decades and the outer southeast plan has a target of absorbing at least 20,000 of these new residents. A major challenge for the outer southeast community will be absorbing new population growth in a way that improves - not detracts - from the outer southeast's livability.

Population Growth and Its Effects

Growth will be beneficial to the outer southeast community in many ways. New housing will be constructed and existing housing values will increase. As housing values increase, residents will want to improve their properties to preserve their valuable asset. Local businesses and shopping centers will have more customers. This might spur the revitalization of commercial areas that have been in decline and transform them into lively, attractive shopping areas and community gathering places.

In some ways, however, growth will be problematic if not mitigated. Traffic congestion may become more of a problem and demand for public services and parks will grow. Most importantly, housing will probably become more expensive. Some plan area residents may find affordable housing scarce. The recommended plan poses solutions to some problems caused by growth.

New Housing Construction

About 14,000 housing units will be needed in the next 20 years to house both new and existing residents in smaller households². Some additional units will be needed to keep the vacancy rate from becoming too low. The recommended zoning allots more land to attached single-family housing and low-density multifamily housing than the current zoning because rowhouses, townhouses, and apartment housing are likely to be in greater demand. Developers can design these units to be either owner- or renter-occupied.

Most of the Outer Southeast Community Plan area is, and will remain, in single-family residential use. In the eastern part of the plan area, opportunity for constructing single-family homes is created by increasing the single-family housing densities in areas with sewers and other public services. In established residential

² Household size for the outer southeast census tracts is projected to shrink from 2.57 persons in 1990 to 2.31 persons in 2015 according to Metro's projections.

areas, the emphasis will be on maintaining and improving the housing stock and infill housing. Application of the Alternative Design Density overlay will allow denser infill in exchange for meeting design standards to ensure a good fit into established neighborhoods.

Livable City Housing Initiative

Recently, the City Council passed a Livable City Housing Initiative that commits to building 50,000 new housing units in the next 20 years. Building new housing within the City will help prevent costly urban sprawl. Creating opportunities to build 14,000 new housing units in Outer Southeast will help meet this goal.

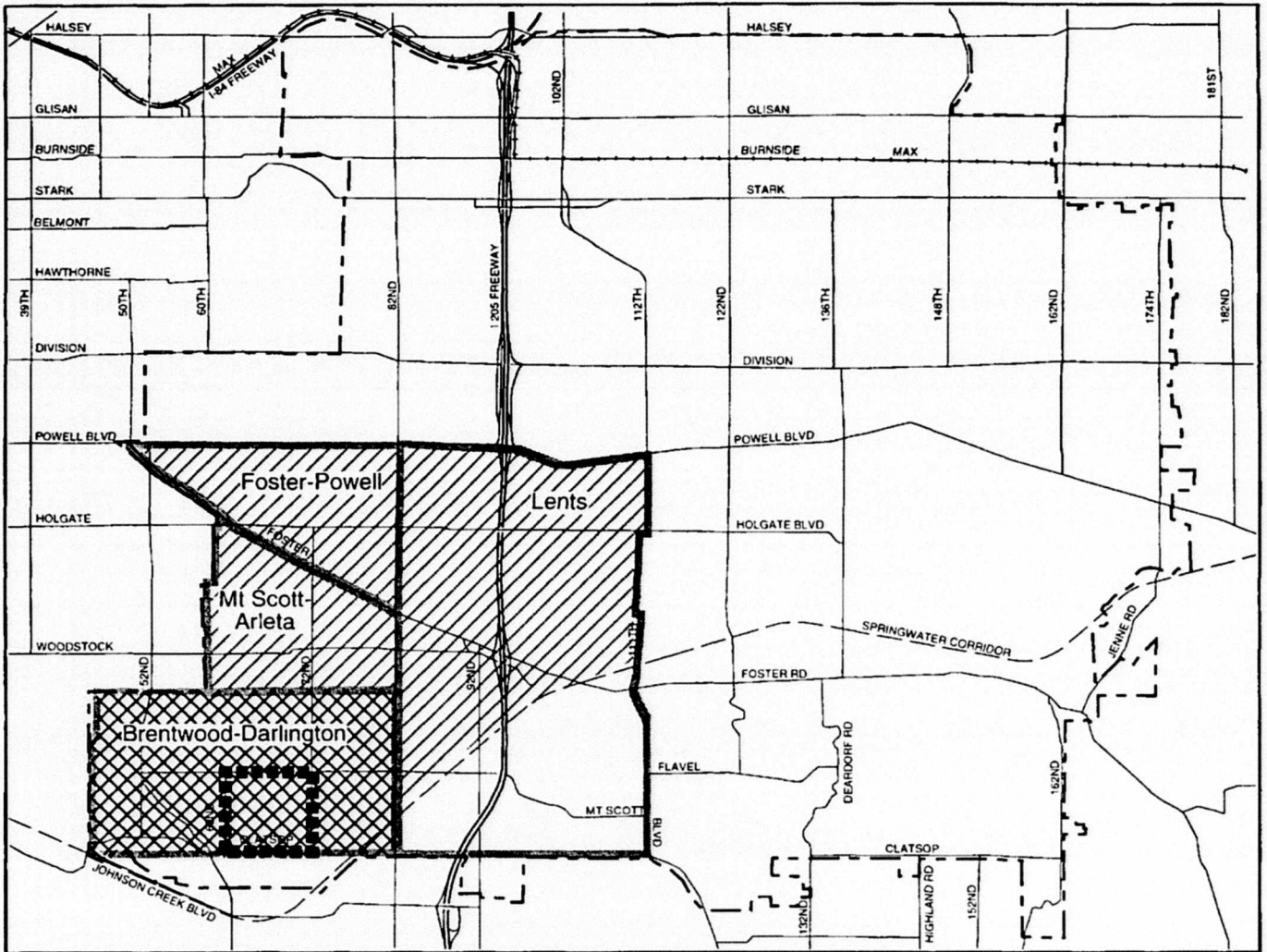
Preserving Existing Housing and Retaining Affordability



One of the most attractive features of the Outer Southeast plan area is the affordability of its existing housing.³ Well-maintained, existing housing is often more affordable than new housing. Older housing contributes to the charm and character of established neighborhoods. The workmanship and materials used in some older homes can not be duplicated without great expense today. Some of this housing, however, is in need of repair and a facelift, particularly west of I-205. The aim of many of the housing actions is to improve existing housing.

City Programs and Nonprofit Organizations

The City has a number of programs to help home owners and landlords improve their properties. The Portland Development Commission (PDC) makes housing rehabilitation loans available to households with limited incomes and to landlords who agree to rent to those with limited incomes. Limited property tax abatements are available to home owners for repairs to their current homes or for new construction in certain City neighborhoods. These particular neighborhoods are called "**distressed areas**" and are chosen on the basis of income and the need for housing rehabilitation. Support of community development corporations and nonprofit housing providers is also important to affordable housing. Groups like ROSE and Human Solutions keep a permanent supply of affordable housing in the community. See Appendix 11 *Affordable Housing* for more information on this topic.

³ Housing is considered to be affordable when total housing expenses for a household including utilities cost no more than 30% of its income. This standard is the same whether a household earns \$10,000 a year or \$100,000 a year, and whether the occupants are owners or renters.



 NORTH
 ONE MILE

Outer Southeast Community Plan October 1995






RECOMMENDED

**OUTER
SOUTHEAST
COMMUNITY
PLAN**

MAP 6

Housing Policy Map

Legend

-  Outer Southeast Community Plan Boundary
-  PDC Target Housing Area
-  ROSE Target Neighborhoods
-  Current "Distressed Area" Designation for Limited Tax Abatement
-  Proposed "Distressed Area" Designation for Limited Tax Abatement