Interstate Light Rail Corridor Zoning Project

Existing Conditions Report

CITY OF PORTLAND, OREGON
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November 2007

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1. Introduction

Project Overview

The Interstate Light Rail Corridor Zoning Project will look at zoning patterns in the corridor to ensure that they encourage transit-supportive development that increases neighborhood economic vitality, amenities and services. As a starting place, the project will look at the land use policy set in the *Albina Community Plan* and the community vision of the *Interstate MAX Station Area Revitalization Strategy* (SARS). Likely outcomes of the project will be amendments to Comprehensive Plan Map designations, zoning maps, Zoning Code use and development regulations, and the application and criteria of design review.

Project Objectives

For the first time since Interstate light rail opened in the spring of 2004, the Interstate Light Rail Corridor Zoning Project will revisit the zoning pattern and regulatory framework in the light rail corridor to ensure that it:

- Implements a long-term development vision along Interstate Avenue and in the 1/4-mile radius around station areas that builds on previous community planning (*Albina Community Plan*) and visioning efforts (*Interstate MAX Station Area Revitalization Strategy*) with opportunities to refine and update as needed to ensure broad-based community support of the project outcome;

- Optimizes the 325 million dollar public investment in light rail by requiring transit-supportive development that will create additional jobs and housing along the light rail corridor;

- Supports and sustains the neighborhood by encouraging development that increases neighborhood economic vitality, amenities, and services while successfully accommodating additional density by encouraging quality development that strives to minimize negative impacts on the surrounding neighborhood;

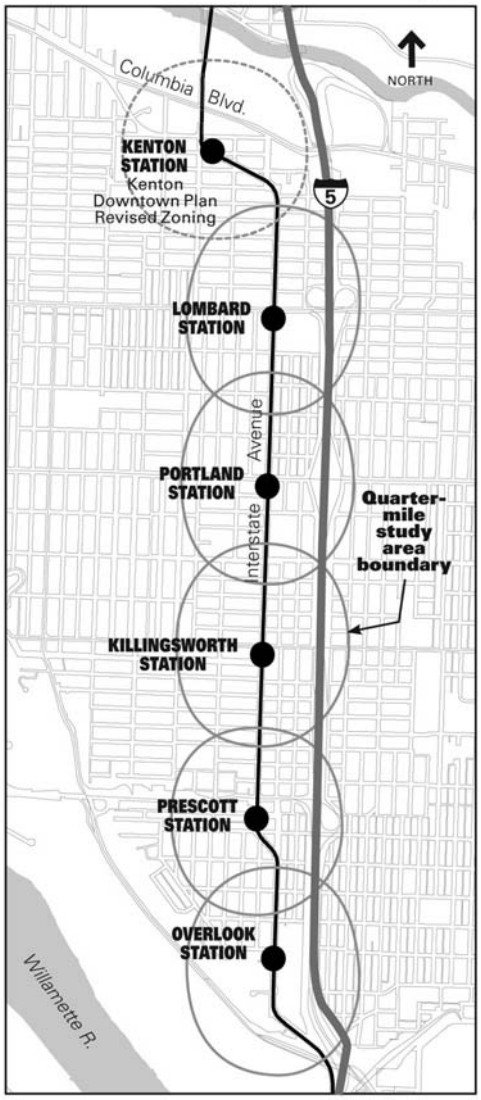
- Creates a favorable environment for continued public and private investment to implement the corridor's vision by establishing a coherent and predictable zoning pattern;

- Evaluates and implements, as appropriate, the transportation recommendations in the SARS report, assesses the best tools for implementing infrastructure improvements, and analyzes and mitigates potential traffic impacts to the local and regional transportation system; and

- Is consistent with the state, regional, and local policies (State land use goals, Portland Comprehensive Plan, Metro 2040 Station Area designation, Interstate Corridor Urban Renewal Area Principles and Strategies) while balancing transit-supportive and neighborhood livability policies.

Project Boundaries

The Interstate Light Rail Corridor Zoning project includes the quarter-mile radius around the Overlook, Prescott, Killingsworth, Portland, and Lombard Stations. The Lombard Station study area also includes the area between Interstate Avenue, the I-5 freeway and Columbia Boulevard not previously included in the Kenton Downtown Plan.



Interstate Light Rail Station Locations and Quarter Mile Study Areas

The SARS report included land use and circulation frameworks for five of the Interstate stations; Overlook, Prescott, Killingsworth, Portland and Lombard.

Map 1: Interstate Study Areas

Purpose of this Report

The information compiled in this report will guide the development and implementation strategies of the Interstate Light Rail Corridor Zoning Project. This report includes information on existing land use and zoning, development history, demographics, transportation system, and community facilities and services in the Interstate Light Rail Corridor study area. It also includes information on policies and previous studies that will influence the planning project.

Planning Process

The Interstate Light Rail Corridor Zoning Project was initiated in September 2006 with funding provided by the Portland Development Commission (PDC). The process includes a community advisory group (CAG) and technical advisory group (TAG) that will be ongoing throughout the project and will parallel specific project phases, tasks, and products.

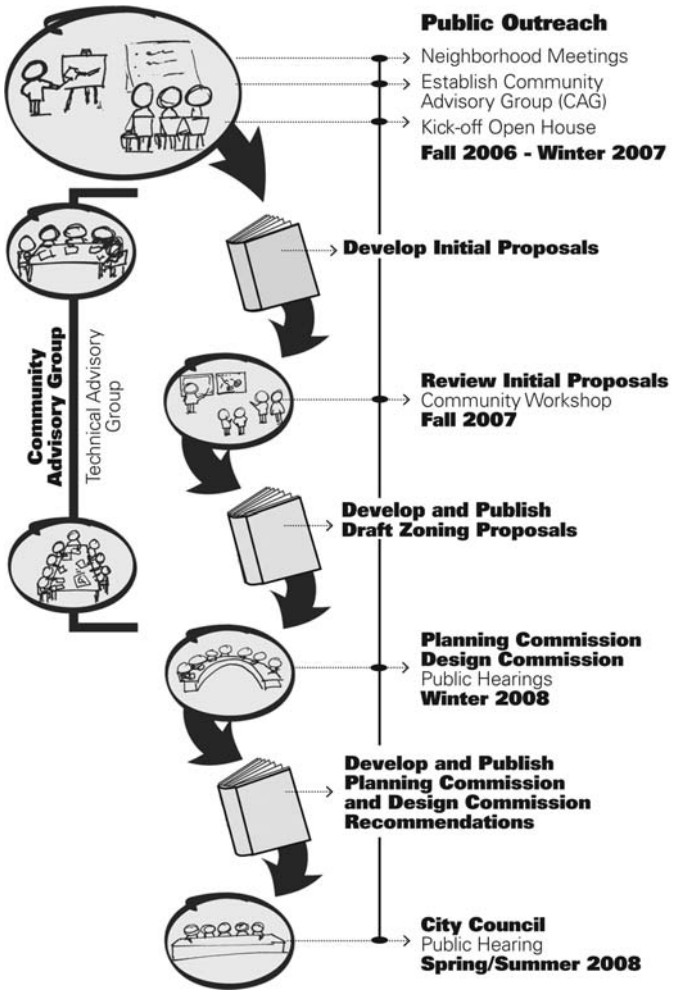


Figure 1: Planning Process Flow Chart

Report Structure

The following chapters are included in this report:

Chapter 1: **Introduction** provides an overview of the Interstate Light Rail Corridor Zoning Project and outlines the structure of this report;

Chapter 2: **Previous Plans and Studies** summarizes the planning efforts for the Interstate Corridor beginning with the 1993 *Albina Community Plan* and ending with the 2002 *Interstate MAX Station Area Revitalization Strategy* (SARS);

Chapter 3: **Policy Framework** describes the state, regional, and local policies that guide development in the Interstate Corridor;

Chapter 4: **History and Urban Form** provides a brief history of settlement and transportation patterns that have influenced the Interstate Corridor;

Chapter 5: **Demographics** contains population and housing information for the 1/4-mile study area around each station;

Chapter 6: **Land Use** provides a brief history of zoning along Interstate Avenue as well as maps and narrative descriptions of the current land uses and Comprehensive Plan map designations in the study area;

Chapter 7: **Transportation** describes the transportation issues and policies along the Interstate Corridor; and

Chapter 8: **Public Facilities and Services** provides information on the types of infrastructure, community facilities, and services provided within the 1/4-mile study areas. It includes a description of parks, water systems, wastewater and storm water systems, police, fire/emergency services, public schools, and social services.

2. Previous Plans and Studies

This summary presents a brief history of planning efforts for the Interstate Corridor, beginning with the 1993 *Albina Community Plan* and ending with the 2002 *Interstate MAX Station Area Revitalization Strategy*.

Albina Community Plan (ACP), 1993

The *Albina Community Plan*, adopted in 1993, was the first comprehensive planning effort for North/Northeast Portland since the Portland Model Cities Program of the 1960s and 1970s. The plan went beyond land use and transportation planning and addressed social and educational programs including job training, family services and improvements in educational opportunities. The land use element of the plan changed the Comprehensive Plan designations and zoning patterns. The new pattern increased the development potential of certain areas, increased housing opportunities; enhanced commercial areas; and provided flexibility for institutional expansion.

The *Albina Community Plan* set City policy for the Interstate Corridor to develop into a high-density light rail corridor. At the time the *Albina Community Plan* was adopted the potential light rail alignments for the MAX Yellow Line had been narrowed to either Interstate Avenue or I-5. The plan created the potential for additional housing and jobs along the corridor primarily by making the following zoning amendments in the Interstate Corridor:

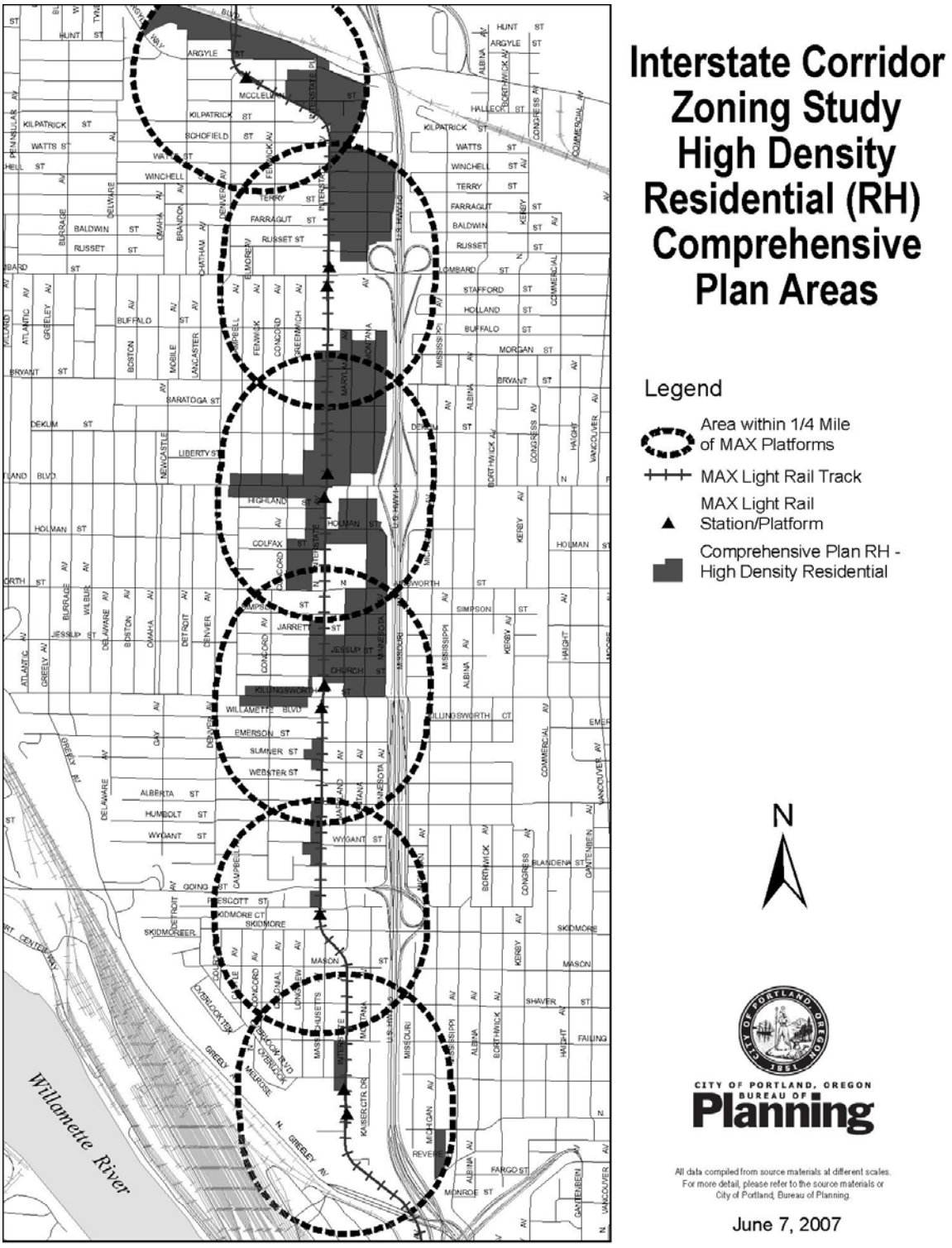
- **High-Density Residential (RH) Comprehensive Plan designations** that could only be realized if light rail was constructed were placed along Interstate Avenue and in almost the entire area north of Killingsworth Street between Interstate Avenue and the freeway, as well as in the Kenton neighborhood between Interstate Avenue and Columbia Blvd. The purpose of this Comprehensive Plan designation was to provide opportunities for more housing if light rail was constructed.

- **Central Employment (EXd) zoning**—a flexible zone that allows commercial, residential, and light industrial uses—was applied south of Killingsworth Street along Interstate Avenue and in the area between Interstate Avenue and the freeway to provide future opportunities for additional jobs and housing.

- **Commercial zones in the Interstate corridor** (primarily General Commercial [CG]) were not changed as part of the *Albina Community Plan*. Because the location of the light rail stations was not known, these auto-oriented commercial zones remained in place.

- **Neighborhoods to the west of Interstate Avenue** for the most part were not changed and remained R5.

As part of the *Albina Community Plan*, the Arbor Lodge and Kenton neighborhoods created neighborhood plans that were adopted by City Council and included in the Portland Comprehensive Plan. The Overlook Neighborhood chose not to create a neighborhood plan, instead relying on the general policies and objectives of the *Albina Community Plan* for their neighborhood.



Map 2: Residential (RH) Comprehensive Plan Areas.
Note: some of the RHd Comprehensive Plan designated areas of the Albina Community Plan have been amended through individual quasi-judicial land use reviews (i.e. New Seasons Market in the Portland Station and the Marino Property in the Overlook Station)

Kenton Downtown Plan, 2001

The Kenton Downtown Plan was a citizen-driven plan to revitalize the Denver Avenue Business District and guide new development around the planned light rail station at Denver and Interstate Avenues. The Interstate Corridor Urban Renewal Area (ICURA) funded this plan to ensure that zoning around the new station would maximize the benefits of light rail. The plan created the Kenton Plan District and developed specific guidelines and standards to promote transit-supportive development within its boundaries.

Interstate Corridor Urban Renewal Area Strategy, 2002

The implementing strategies of the ICURA Plan were developed with the help of a 57-member Community Advisory Group. The URA Plan provides goals and principles to guide the development of the community while the Strategy outlines the actions for implementing the overarching goals. Based on the strategies, PDC can develop programs and services to meet the needs of the community through its service delivery departments: development, housing, and economic development. Since 2000, PDC has funded over
$47M worth of improvements - $30M of which was slated for the Interstate MAX Yellow Line – and can issue $335M worth of bonds in maximum indebtedness.

Interstate MAX Station Area Revitalization Strategy (SARS), 2002

The Interstate Corridor Urban Renewal Area completed a community planning and visioning process prior to the opening of light rail in 2004. The product of this work, the *Interstate MAX Station Area Revitalization Strategy,* 2002, included development concept plans for five stations along the Interstate light rail line—Overlook, Prescott, Killingsworth, Portland and Lombard—along with recommended strategies for achieving the community's vision.

The SARS report was accepted by City Council as the framework for future development along the corridor. Identified in the report was the importance of revisiting the zoning pattern along the corridor and refining the zoning tools to ensure that the community's vision could be implemented.

3. Policy Framework: State, Regional, and Local Policies

The purpose of this chapter is to describe the larger body of public policy or "framework" that guides the Interstate Light Rail Corridor Zoning Project. This framework can be thought of as a hierarchy in which plans for cities like Portland must comply or be consistent with those for more encompassing areas—from the neighborhood level to the regional and state level. As a result of this interlocking relationship, the outcomes of the Interstate Light Rail Corridor project area must be consistent with the City of Portland's adopted plans and policies, which must be consistent with regional plans and policies, which in turn must be consistent with state goals and related regulations.

The following is a summary of the policies, statutes, plans, and rules that guide the Interstate Light Rail Corridor Zoning Project. The sections are categorized by state, regional, and local policies. Each section has *background* information on the policy and its *relevance* to the project.

Statewide Planning Goals and Administrative Rules

Background

Through Senate Bill 100, the 1973 Oregon Legislative Assembly established the system currently in place for regulating land use in the state of Oregon. The Senate Bill enacted Chapter 197 of the *Oregon Revised Statutes (ORS)*, which requires each city and county in Oregon to adopt and maintain comprehensive plans and land use regulations (i.e., zoning codes) that meet state standards. (The ORS have been amended by several subsequent legislatures.) The Legislature delegated the rulemaking authority to establish the state standards to the Oregon Land Conservation and Development Commission (LCDC). This commission adopted standards called the *Statewide Planning Goals* and implemented each goal through *Oregon Administrative Rules (OAR)*.

Oregon's Statewide Planning Goals

Oregon's Statewide Planning Goals constitute the framework for a statewide program of land use planning. There are 19 goals, incorporating state policies on land use, resource management, economic development, and citizen involvement. Goals 1 and 2, and 5 through 15, apply to the City of Portland. Other goals apply to geographic areas outside of Portland. Most of these goals are further explained and regulated by administrative rules.

Although each of the goals addresses a different topic, there are generally three broad groups of goals that apply to Portland. The first group deals with the planning process and contains Goal 1 (Citizen Involvement) and Goal 2 (Land Use Planning). A second group, the conservation goals, deals with topics such as farmlands, forestlands, and natural resources. The third group is made up of goals that relate to development (housing, transportation, and public facilities).

Oregon's Statewide Planning Goals are achieved through local comprehensive plans and land use regulations or codes. State law requires each city and county to have a comprehensive plan that is consistent with the zoning and land-division ordinances needed to put the plan into effect.

The state's Land Conservation and Development Commission (LCDC) reviews land use plans and new regulations for such consistency. When the LCDC officially approves a local

government's plan, that plan is said to be "acknowledged." An acknowledged local comprehensive plan is the controlling document for land use in the area covered by that plan.

Oregon's planning laws not only require that cities and counties comply with statewide planning goals, they also specify that special districts (water district, school district, etc.) and state agencies must conform to those same goals. The laws further require that special districts and state agencies carry out their programs in accordance with acknowledged local plans. In addition, these state laws place strong emphasis on coordination of planning. For example, Portland's plan must be consistent with Multnomah County's plan, and vice versa. The programs of special districts and state agencies must be coordinated with local plans.

Comprehensive plans provide overall guidance for a community's land use, economic development, and resource management. Each plan contains two main parts. One is a body of data and information called the *Inventory* or *Background Report* that provides a factual base. It describes a community's resources and features and must address all of the topics specified in the applicable statewide goals. The other part is the policy element. This can be in the form of a map and/or a set of policies that describe the community's long-range objectives and the strategies by which it intends to achieve them. The Comprehensive Plan, and any code that implements it, is adopted by ordinance and has the force of law.

Relevance

Local plans evolve as a result of two processes—plan amendments and "periodic review." Plan amendments are map or text changes that occur as needed; they usually deal with select portions of a plan, specific geographic areas, or are based on special topics such as transportation studies. The Interstate Light Rail Corridor Zoning Project is a plan amendment where final recommendations will most likely result in changes to the City of Portland's Comprehensive Plan and Zoning Code. Periodic review is a state-mandated evaluation of an entire plan that can occur every ten to twenty years. A plan may be modified extensively after such a review. Portland is expected to begin periodic review in 2008.

Local planning efforts, such as the Interstate Light Rail Corridor Zoning Project, are generally accompanied by a set of implementing measures, usually through the Zoning Code. Two of the most common implementing measures used in planning studies are zoning and land division ordinances. These are land use controls that every city and county in Oregon has adopted and periodically revises to help implement plans and policies. The Interstate Light Rail Corridor Zoning Project may result in changes to the Portland Zoning Code text and map, which illustrates the various zones in the code.

State Transportation Planning Rule (TPR)

Background

The *Transportation Planning Rule (TPR)* is an Oregon Administrative Rule (OAR 660-012) intended to foster the development of land use and transportation patterns that will reduce the number of vehicle miles traveled per capita, reduce overall reliance on the automobile, support the type of developments that are less dependent on the automobile, and encourage other modes of travel. The rule extends Statewide Planning Goal 12, Transportation, by providing a framework for local actions to implement a more balanced approach in determining the need, financing, and use of transportation facilities.

The *Transportation Planning Rule* mandates several steps by which local jurisdictions can reduce reliance on automobiles. The TPR sets a high standard for success, targeting vehicle

miles traveled, an indicator of urban congestion, and air pollution, for a per capita reduction of 10 percent over 20 years, and a 20 percent reduction over 30 years.

To make this possible, the rule seeks a more formal connection between land use and transportation planning. Local jurisdictions are required to produce a *Transportation System Plan (TSP)* that provides a balanced multi-modal transportation system and determines the long range allocation of transportation resources in ways that benefit the desired transportation and land use outcomes. Portland's TSP will be completed in the year following adoption of a *Regional Transportation Plan (RTP).*

Relevance
Several issues related to the Interstate Zoning Project are expected to be addressed within the framework of Portland's TSP:

- Reduce Vehicle Miles Traveled (VMT)
- Consider setting off-street parking *maximums* rather than minimums
- Evaluate and consider increasing densities within 1/4-mile of transit lines/employment zones/regional retail areas to transit-supportive levels

Metropolitan Housing Rule

Background
The purpose of this rule (OAR 660-007) is to assure the provision of adequate numbers of needed housing units and the efficient use of land within the Metropolitan Portland (Metro) urban growth boundary (UGB). The rule is also designed to provide greater certainty in the development process, which can potentially lead to reduced housing costs.

The Land Conservation and Development Commission (LCDC) created this administrative rule to further specify the requirements of Statewide Planning Goal 10, Housing. The rule sets minimum overall housing density and affordability targets and requires local jurisdictions to implement these in particular ways through the comprehensive plan.

Relevance
Planning for the Interstate Light Rail Corridor Zoning Project must consider these citywide issues, particularly:

- Provide for an overall density of 10 or more dwelling units per net buildable acre;
- Either designate sufficient buildable land to provide the opportunity for at least 50% of new residential units to be attached single-family housing or multi-family housing or justify an alternative percentage based on changing circumstances; and
- Consider the needs for manufactured housing and government-assisted housing within the Portland metropolitan area UGB in arriving at an allocation of housing types.

Currently, the State of Oregon, through a task force appointed by Governor, has begun a 30 year review and visioning process called the "Big Look." The task force is responsible for making legislative and program recommendations to the Legislature in the next two biennia. This process is not expected to impact the outcomes of the Interstate project.

Measure 37: ORS 197.352

Background
On November 2, 2004, Oregon voters passed Ballot Measure 37. The measure provides that the owner of private real property is entitled to receive just compensation when a land use regulation is enacted after the owner or a family member became the owner of the property if

the regulation restricts the use of the property and reduces its fair market value. In lieu of compensation, the measure also provides that the government that is responsible for the regulation may choose to "remove, modify or not apply" the regulation.

So, if a property owner proves that a land use regulation restricts the use of the property, and reduces its value, then the government that is responsible for the regulation will have a choice: pay the owner of the property an amount equal to the reduction in value or modify, change or not apply the regulation to the owner's property.

Relevance
Currently, there are no Measure 37 claims in the Interstate Corridor study area. However, any new policies and codes that are recommended and adopted must address the potential for new claims. In order to not trigger a Measure 37 claim, new regulations and zones should effectively add value to an affected property or have no net effect on the value. For example, if property is "downzoned" and this reduces the number of allowable uses or density, a property owner could submit a Measure 37 claim. If the City found the claim to be valid, it would be required to pay compensation or, waive, modify, or not apply the particular zoning regulation that restricts the use.

Metro Regional Policies and Regulations

Background
Metro is the only directly elected regional government in the US. Metro governs the urbanized portions of Clackamas, Multnomah, and Washington Counties. In addition to maintaining numerous regional facilities, including the Oregon Zoo and solid waste facilities, Metro is responsible for managing regional growth through land use and transportation planning, solid waste and recycling, and greenspaces. Metro is the agency that determines the location and size of the Urban Growth Boundary surrounding the Portland Metropolitan Region, as well as when and how much this boundary will expand over time to meet housing and employment needs.

In 1995, following two years of discussion with local jurisdictions and citizens, Metro adopted *Regional Urban Growth Goals and Objectives (RUGGOs)*. These outline the shared values that will guide the region as it grows, and indicates the kind of process Metro will use to plan for growth at the regional level. As part of the RUGGOs, Metro adopted the *Region 2040 Growth Concept*. This concept, as illustrated through the Growth Concept Plan Map, was developed with local jurisdictions and designates particular areas in the region where additional population and development will be focused in order to accommodate future growth. The 2040 Functional Plan and 2040 Framework Plan were adopted in 1996 and 1997, respectively. These plans provide local governments a comprehensive resource on issues related to growth management, and direct them to implement standards to achieve growth management objectives.

Region 2040 Growth Concept

The *Region 2040 Growth Concept* establishes a general policy direction for managing growth in the metropolitan region through the year 2040. The Growth Concept identifies "design types" such as regional centers, town centers and main streets, and maps them to implement the objectives developed under the RUGGOs. The *Region 2040 Growth Concept* indicates the preferred form of regional growth and development, what densities should characterize different areas, how to protect open spaces and natural resources, and maintain air and water quality. The basic philosophy outlined within the *Region 2040 Growth Concept* is to preserve access to nature, conserve valuable resource lands by minimizing expansion of the

UGB, and build better communities in already urbanized areas for the people who live here today and for those who will live here in the future. Finally, the *Region 2040 Growth Concept* is designed to accommodate an estimated 720,000 additional residents (a third of whom will be born in the region) and 350,000 additional jobs within the current Urban Growth Boundary (UGB).

Relevance
To accommodate future growth and development, Metro, along with the cities and counties in the region, jointly designated a number of mixed-use development areas that correspond to mapped "design types" region wide. The Interstate Light Rail Corridor Project study area is considered a mixed-use, transit-oriented development area. Each MAX station is designated a "Station Community" and portions of Lombard and Killingsworth Streets are designated as a "Main Street." The following definitions help explain each design type:

- **Station Communities** are areas of housing, employment and supporting commercial activities centered around a light rail or high-capacity transit station that feature a high-quality pedestrian environment. A station community generally encompasses an area approximately 1/2-mile from a station stop.

- **Main Streets** are envisioned as mixed-use corridors that provide neighborhood shopping with residential and some commercial and office uses along a street or at intersections. Main Streets are walkable areas with frequent transit service.

Urban Growth Management Functional Plan

The *Urban Growth Management Functional Plan (Functional Plan)* was created to allow early implementation of the *Region 2040 Growth Concept*. The Functional Plan establishes specific actions local governments must take to adhere to regional growth management policies. Among other things, it requires local governments to change, if necessary, their policies and ordinances to:

- Apply minimum density standards for residential zones, allow accessory dwelling units, and establish 2040 "Design Type" Boundaries (Title 1);
- Meet or exceed standards for parking minimums and maximums (Title 2);
- Demonstrate compliance with water quality standards and stream protection (Title 3); and
- Prohibit large-scale retail uses (a.k.a. "big boxes") in most employment and industrial areas (Title 4).

The *Functional Plan* requirements also include:

- Increasing interconnections in the local transportation system to reduce congestion and make walking or biking for short trips more feasible;
- Establishing transportation mode use targets;
- Identifying where level of service (LOS) traffic congestion measures may be used;
- Specifying congestion management actions which must be considered and implemented prior to increasing roadway capacity; and
- Promoting boulevard design standards (Title 6).

Relevance
Each of the above policies must be addressed through the comprehensive planning process and implemented through the Zoning Code. Any amendments that are recommended through the Interstate Corridor Zoning Project must conform to or exceed these standards.

Regional Transportation Plan

Background

The *Regional Transportation Plan (RTP)* is a 20-year blueprint to ensure transportation mobility within the region as it grows – and comply with federal transportation requirements for funding. The RTP establishes transportation policies for all forms of travel – motor vehicle, transit, pedestrian, bicycle and freight and includes specific objectives, strategies and projects to guide local and regional implementation of each policy. The plan also comes with cost estimates and funding strategies to meet these costs. Federal and state transportation dollars are allocated according to priorities set in the RTP. The plan was first adopted by the Metro Council in 1983 and is updated periodically to reflect changing conditions. Last updated in 2000, the RTP is undergoing an extensive review and may include different methods and approaches to transportation policies and funding.

Relevance

Currently, Metro is updating its *Regional Transportation Plan (RTP)* to plan for the multi-modal transportation needs of areas designated for additional development. Metro is also exploring new ways to manage future population growth through its "New Look at Regional Choices" program. This body of work will provide a decision-making framework for the next round of UGB expansions in 2008. More importantly, it identifies funding for a portion of local government street improvements, including those that feed Interstate Avenue.

Local Goals and Policies

This section addresses City of Portland policies that govern the Interstate Corridor study area. In addition to general policies that have a relationship to the study area, there are other policies that may be specific to this area.

Portland's Comprehensive Plan

Background

In 1980, the Portland City Council adopted its Comprehensive Plan for the entire city, including goals, policies, objectives and a plan map, to guide the future development and redevelopment of the city over a 20-year period. The Comprehensive Plan is intended to be dynamic and able to inspire, guide, and direct growth in the city while also responding to change through amendment and refinement. Since adoption, the goals, policies and objectives of the plan have been amended to respond to new circumstances, changing values, special studies, new technology, and changes in state, regional, and local plans and mandates.

Relevance

The Interstate Light Rail Corridor Zoning Project will ultimately result in updates to the Comprehensive Plan text and Comprehensive Plan map. District and neighborhood plans, which are specific to each officially recognized area or neighborhood in the City, are included and adopted by reference in the Comprehensive Plan. The *Albina Community Plan* and the *Arbor Lodge* and *Kenton Neighborhood Plans* have been approved and adopted into the *Portland Comprehensive Plan*.

VisionPDX & Strategic Plan

Background

VisionPDX is a City-supported, community-led initiative to create a vision for Portland for the next 20 years and beyond. The project provides an opportunity for all Portlanders to share their hopes and ideas for the future. *VisionPDX* has built a network of organizations and

individuals who have become part of the conversation about Portland's future, and through these dialogues a vision will be crafted that reflects the aspirations of all citizens. *VisionPDX* will present a "Community Vision" to Portland City Council during the spring of 2007 for adoption and then work will begin to create a citywide strategic plan and community action plan in order to make the vision real. This strategic plan will replace the Portland Future Focus effort that was completed in 1991.

Relevance
The results of the *VisionPDX* process, and by extension the Strategic Plan, will not immediately impact the zoning process. The Interstate Zoning project is expected to be completed before any of the visioning outcomes will be defined at a level transferable to the study area.

Transportation System Plan (TSP)

See Chapter 7: Transportation for information specific to this plan.

4. History and Urban Form

The purpose of this chapter is to give a brief history of settlement and transportation patterns around the Interstate Corridor study area.

Pre European-American Settlement

Settlement in the Pacific Northwest by indigenous peoples from Asia likely began over 10,000 years ago. A great deal remains unknown about the early inhabitants of Oregon, and we must rely on incomplete archaeological evidence and, for the late pre-contact and contact eras, sketchy explorer and pioneer accounts and native oral histories. In the Portland area, many native settlements and cultural resources have been eroded, disturbed by agricultural activities, buried under development, or scavenged by relic hunters.

The Lower Columbia region prior to European-American settlement was endowed with essential ingredients for good living: the climate was mild, and the communities that thrived and evolved over thousands of years were sustained by rich forest, prairie, and river systems and the abundant species of birds, mammals, fish, and plants. Much of Portland, including what came to be known as Albina, is located within the area once inhabited by Upper Chinookan speakers, possibly the Clackamas or Multnomah peoples. The household was the fundamental unit of Chinookan social and economic systems, which in turn were organized into semi-permanent villages—characterized by large, often multi-household plank houses—and seasonal camps located to take advantage of the life-cycles of salmon, game, wapato root, and other subsistence resources. Chinookans were skilled craftsmen, cultivating distinctive artistic forms and styles that reflected their complex cosmology. They were also proficient traders in an extended commercial economy that stretched across much of the Northwest and may have been the largest north of Mexico.

Native societies in the Northwest were decimated by diseases introduced by Europeans and Americans between the late 1700s and the 1850s. With pre-contact populations reduced by an estimated 90 percent, few Native Americans remained in the northern Willamette Valley by the time settlement accelerated in the 1840s. With few exceptions, early explorers and settlers had little interest in the culture of native peoples—they were instead attracted to the land and its wealth in timber, furs, salmon and other resources—and first-hand knowledge of native societies in the settlement era is slim. Interest in Native American culture begin to grow in the latter 1800s, including attention of professional anthropologists and archaeologists, but only after their societies and cultures had been disastrously impacted by American settlement.

The City of Albina

The Interstate Avenue Corridor runs through the heart of what was once the City of Albina. The history of Albina reflects the great economic opportunities available to and exploited by Portland's early pioneers. Many of these early citizens acquired property through the Donation Land Act of 1850. The act granted free land to settlers who would agree to live upon and cultivate their claims for four consecutive years. Every male citizen over 21 years of age who arrived in Oregon before December 1, 1850, was able to claim 320 acres; a married couple received 640 acres. After December 1,1850, the allowable acreage decreased to 160 and 320 respectively. This offer of free land expired in 1855 and coincided with the construction of a general camp and headquarters which created an early center for economic activity in the area.

Albina was located on a donation land claim owned by J. L. Loring and Joseph Delay. The land was later sold to attorney William Winter Page, who in 1872 sold the land to Edwin Russell, manager of the Portland branch of the Bank of British Columbia, and George H. Williams, former senator, U.S. Attorney General and future Mayor of Portland. Today Northeast Russell Street and Williams Avenue bear their names.

The original town site of Albina was platted in 1872 by Williams and Russell close to the waterfront on the bend of the Willamette River. The town was named for William Page's wife and daughter, both of whom were named Albina (which the family pronounced as "al-BEAN-ah"). Russell had controlling interest in the venture but it was Williams who laid out the general dimensions of the community. In 1872, like much of the east side, Albina was essentially rural, without any graded streets and with heavily forested land to the east and north with the exception of Woodlawn which was a settlement of farmers. When Russell went bankrupt in 1874 and fled to San Francisco, James Montgomery and William Reid acquired the property and began developing residential sites.

City of Albina, courtesy of Oregon Historical Society

The City of Albina was incorporated in 1887 and served as a company town for the Oregon Railroad and Navigation Company (OR&N) which owned the extensive Albina Railroad Yards and wharves at the edge of the new city. Albina was one of a series of independent towns seeking prominence along the lower Willamette River, including East Portland and St. Helens. The City grew rapidly. In 1880, the population of Albina was 143; by 1888 it was 3,000 and reached 6,000 in 1891 when it annexed most of the north peninsula, including St. John's, Portsmouth, and University Park. Later that year, the entire area was consolidated into the City of Portland. The Albina community consisted of three main areas: the low-lying riverside land used for industries that served, or were served by, the railroads and docks; the central commercial strip developed along streetcar lines; and the adjoining residential area on the hillsides to the east. In 1915, the last of the original six cities were joined into a single jurisdiction (Portland, East Portland, Albina, Sellwood, Linnton, St. Johns). These cities and the streetcar suburbs established along major transportation lines laid the framework for the Portland we know today.

Neighborhoods

The current Interstate Light Rail Corridor study area runs through historic Albina from the Overlook Neighborhood to the south, into Arbor Lodge, and past the Kenton Neighborhood to the north.

Overlook Neighborhood

The Overlook Neighborhood is currently served by the Overlook, Prescott, and Killingsworth stations of the TriMet MAX Yellow Line. During the first streetcar building boom of the late 1800s, Overlook was heavily promoted as a desirable residential area and both Overlook and Arbor Lodge were conveniently located on the trolley line to St. Johns. The Ockley Green stop was the central stop on this route. Overlook has several nodes of distinctive buildings and reminders of the Finnish and Polish communities that once resided there, such as St. Stanislaus Church and the Polish Library.

Arbor Lodge Neighborhood

Arbor Lodge, which is now served by the Portland and Lombard light rail stations, consists primarily of housing constructed from 1910 to 1930 to serve Portland's growing middle class. One exception is the Mock's Crest subdivision which was built after WWII and contains some of the finest examples of post World War II bungalows in the city.

Town Hall, Kaiser Complex

Typical Single-Family Home

Kenton Neighborhood

The Kenton neighborhood lies at the upper portion of the Interstate Light Rail Corridor and is served by both the Lombard and Kenton stations. Unlike the other corridor neighborhoods, Kenton did not develop as a streetcar suburb. The Kenton area saw its greatest growth as a company town for employees of the Swift Meat Packing Company. In 1908 the Swift Company formed the Kenwood Land Company and purchased 3,400 acres along the Columbia River for a new meat packing plant and stockyards. That same year, Kenwood platted the Kenton district. Kenton's commercial center grew up along Denver Avenue (rather than Interstate) with working class housing to the west and executive mansions to the east.

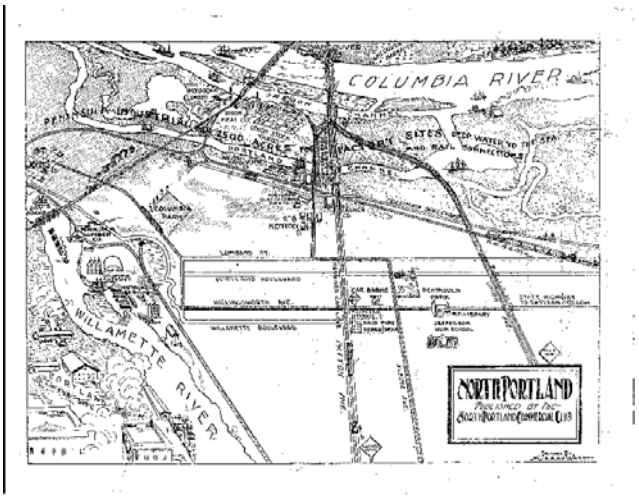
Downtown Kenton, courtesy of Kenton Neighborhood Association Archives

Many of the commercial and residential structures were built using ornamental concrete block and today it has perhaps the city's highest concentration of buildings constructed in this method. A large part of Kenton has been designated by the City as a conservation district, and its downtown core is listed on the National Register of Historic Places as the Kenton Commercial Historic District.

Transportation System Development

The growth, development, decline and rebirth of Interstate Avenue is closely tied to changes in the transportation system. In 1882, with the extension of the Oregon Railway & Navigation Company's line from The Dalles to the banks of the Willamette River, Albina became the western terminus of what was to become the area's largest employer, the Union Pacific Railroad. Prior to the opening of the Morrison Bridge in 1887, ferries and small boats were the only link between Albina and Portland. With job opportunities made possible by the railroad and large tracts of undeveloped land, Albina began a period of rapid development and land speculation. Seeing the connection between transportation and increased land values, a group of bankers who had previously formed the Oregon Land & Investment Company, used their own funds to finance the Portland & Vancouver Railway in 1888. This steam-driven line ran from the dock of the Stark Street ferry on the Willamette River, through the heart of the Oregon Land & Investment Company's Albina holdings, and to the Vancouver ferry on Hayden Island.

By 1889 the OR&N had completed the Steel Bridge and Willamette Bridge Railway (WBR) and electric street cars were running over it between Portland and Albina. This was the first of many electric car lines to open in the region. The streetcars were extended throughout Albina and housing developments and businesses sprang up along and near them. Accessible land was saleable land and a group of partners soon formed with a proposal to construct a steam-powered streetcar line from the Stark Street Ferry landing in East Portland that would extend north along Union Avenue (now MLK Jr. Blvd) through Albina to the Columbia River, terminating at a ferry serving Vancouver. North of central Albina, the countryside was sparsely settled but the developers who platted Woodlawn and surrounding areas were confident of their prospects.



Streetcar Lines, courtesy of Kenton Neighborhood Association Archives

Despite having more than 270 miles of street car lines to serve this population, severe congestion developed due to the frequent openings of the drawbridges over the Willamette. The Portland Railway Light & Power Company (PRLPC) had consolidated most of the private lines into one system by 1918 and the Vancouver ferry had been replaced by the Interstate Bridge. This made it possible to travel between Portland and Vancouver without a transfer. The new streetcar lines and a booming economy from 1905-1928 created a second wave of residential building when over 20,000 homes were built in the surrounding Albina area neighborhoods.

Interstate Bridge postcard, Kenton Neighborhood Association Archives

By WWI, commercial strips had developed along Williams and Union Avenue. Large, often inexpensively built apartment houses were erected adjacent to the industrial areas on the east side of the new Broadway Bridge while N. Rodney Street was being promoted as a desirable location for middle-income families. As the 1930s began, the streetcar era was drawing to a close. Many lines were purchased by bus companies who ran some electric bus lines for a few years. These were eventually shut down as gasoline powered vehicles dominated the landscape. Streetcar rails were either removed or buried under layers of new asphalt that would allow the automobile to access every part of the growing city.

In response to traffic demands, the East Side Commercial Club finally won the fight to have Union Avenue widened by the city in 1929. This took business traffic away from Russell and Williams Streets which had been the historic commercial centers of Albina. Through the

1930s a bustling auto-row developed along Union Avenue between Alberta and Killingsworth. Fred Meyer opened a grocery store at Union and Killingsworth in 1937; by 1938 he had added a department store, and by 1940, an auto-supply store. Business boomed along Union Avenue while it served as a major route to Vancouver. The designation of Interstate Avenue as the primary route to Vancouver in the early 1940s stole much of the through traffic away from Union Avenue, and the travel-oriented businesses soon abandoned Union in favor of the wider and less congested Interstate.

Broadway & Larrabee (Interstate), courtesy of Oregon Historical Society

The 1940s and 1950s were the heyday for Interstate Avenue. As the major north-south route through Portland for travel between California and Washington, Interstate Avenue soon filled with businesses and restaurants which catered to the long-distance traveler. There were also numerous motels with colorful, often whimsical neon signs.

Crown Motel sign, courtesy of Emmons Architects

Vanport, a large community that sprang-up north of Kenton during World War II to house thousands of workers in the shipbuilding industry, added even more travelers to Interstate as workers and their families rode the Vanport Bus Line to and from the shipyards on the Willamette and Columbia Rivers and the rest of the city. The opening of the Minnesota Freeway (I-5) in 1964 spelled the end of Interstate Avenue as a major travelers' stopover.

The new freeway decreased traffic on Interstate Avenue by 66%. The tourist and trucking oriented businesses along Interstate Avenue went into severe decline, repeating a pattern that swept across the nation as existing older highways (such as Route 66) were replaced by interstate freeways. The tourist- and trucking-oriented businesses relocated closer to freeway interchanges. Interstate Avenue suffered the same fate as the former Union Avenue from which it had previously taken business.

Construction of the freeway dramatically changed the physical area of the Albina community and altered established land use patterns. The east-west streetcar suburb links and established commercial corridors were disconnected from each other by the new freeway, forcing many neighborhoods into isolation. The remaining commercial area bounded by Mississippi and Williams Avenues was almost completely demolished in the wake of construction of I-5 and other urban renewal projects of the 1960s and 1970s, such as construction of Memorial Coliseum and expansion of Emanuel Hospital. More recently, the Portland Development Commission created the Interstate Corridor Urban Renewal Area to help revitalize the street and surrounding neighborhoods and capitalize on the energy of the new light rail MAX Yellow Line, which opened in 2004. Despite decades of neglect, many of the original Interstate Avenue motels with their neon signs have survived and dot the landscape along Interstate and the MAX line. This new transportation option has spurred renewed interest in commercial and residential development throughout the corridor just as the founders of the first streetcar lines predicted more than a century ago.

New Seasons
(photo courtesy of Emmons Architects)

MAX Yellow Line,
(photo courtesy of Emmons Architects)

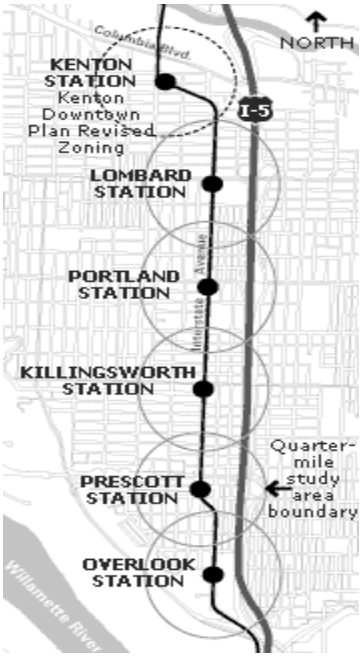
Readers who wish additional information on the corridor's history are referred to the following documents:

- *History of the Albina Plan Area: Comprehensive Planning Workshop* (Portland State University Department of Urban Studies and Planning, Winter 1990)
- *Adopted Albina Community Plan* (Portland Bureau of Planning, October 1993)
- *Recommended Albina Community Plan Goal 5 Economic, Social, Environmental, and Energy Analysis for Historic Design Zones/Neighborhood Conservation Districts* (Bureau of Planning, February 1993)
- *Historic Districts in the Albina Community* (Portland Bureau of Planning, February 1992)
- *Albina Community Plan Design Guidelines* (Portland Bureau of Planning, February 1993)
- *Albina Community Context Statement* (Portland Bureau of Planning, September 1992)
- *The History of Portland's African American Community (1805 to the Present)* (Portland Bureau of Planning, February 1993)
- *Adopted Arbor Lodge Neighborhood Plan* (Portland Bureau of Planning, October 1993)
- *Adopted Kenton Neighborhood Plan* (Portland Bureau of Planning, October 1993)
- *St Johns/Lombard Plan* (Portland Bureau of Planning, June 2004)
- *Historic Resources, Historic and Conservation Districts listings* (Portland Bureau of Planning website)
- *Kenton Neighborhood Association Historic Archives* (website)
- *ODOT/TGM – Interstate MAX Station Revitalization Strategy* (Oregon Department of Transportation, January 10, 2001)
- Abbott, Carl. *Portland: Planning, Politics and Growth in a Twentieth Century City*. Lincoln & London: University of Nebraska Press, 1983.
- *Kenton Commercial Historic District*, National Register Nomination, 2001.
- MacColl, E. Kimbark.
  - *The Growth of a City: Power and Politics in Portland, Oregon, 1915 to 1950. Portland:* The Georgian Press, 1979.
  - *The Shaping of a City: Business and Politics in Portland, Oregon, 1885 to 1915*. Portland: The Georgian Press, 1976.
  - with Harry H. Stein. *Merchants, Money and Power: The Portland Establishment, 1843-1913*. Portland: The Georgian Press, 1988.
- *TriMet - MAX Yellow Line Art* (website)

5. Demographics

The Interstate Light Rail Corridor Zoning Project encompasses Interstate Avenue from the Overlook neighborhood to just south of Columbia Blvd. This chapter contains information on the characteristics of the people who live within a 1/4 mile of each Interstate Max light rail station platform. Particular attention is given to the housing element of this chapter and how each station area community has changed over time relative to the City of Portland.

Note: The data used in this chapter was provided by ESRI Business Analysis (www.esri.com).



Map A: Interstate Corridor

Table 1: Population by Study Area

Study Area	1990	2000	2006
Overlook	845	878	877
Prescott	1433	1476	1485
Killingsworth	2058	2029	2011
Portland	1712	1683	1669
Lombard*	1531	1588	1628
Total Study Area	8443	8577	8652

**Includes a portion of the Kenton Neighborhood* *Data Courtesy of ESRI*

Table 1 shows the total number of individuals living within each of the five study areas across a 16-year period from 1990 to 2006. Prescott and Lombard station areas experienced an overall population increase from 1990 to 2006 of 4% and 6% respectively. The population of Overlook, Killingsworth, Portland and Kenton station area communities remained relatively unchanged from 1990 to 2006.

Racial/Ethnic Diversity

A comparison of the racial and ethnic diversity of the Interstate Corridor study area with the City of Portland illustrates that each of the five study areas holds a greater ethnic diversity than the city as a whole. **Tables 2** and **3** provide a comparison of the racial and ethnic distribution of each study area relative to the City of Portland for the years 1990 and 2006.

Table 2: Race and Ethnicity by Study Area, 1990

Study Area	White	Black	American Indian	Asian Alone	Pacific Islander	Other	Two of More	Hispanic
Overlook	70.4%	20.2%	1.1%	3.4%	0.4%	2.6%	1.9%	4.9%
Prescott	72.9%	15.2%	1.3%	5.9%	0.6%	1.8%	2.2%	4.8%
Killingsworth	71.8%	12.9%	1.8%	6.7%	1.5%	1.9%	3.5%	5.6%
Portland	74.3%	10.3%	1.8%	6.9%	0.9%	1.5%	4.3%	4.6%
Lombard	74.3%	10.2%	2.2%	6.0%	0.3%	2.5%	4.4%	4.6%
City of Portland	82.9%	6.9%	1.2%	4.8%	0.3%	1.1%	2.7%	3.2%

Data Courtesy of ESRI

Each of the five study areas has observed an overall diversification for all ethnic classifications during the years 1990 to 2006. For example, the Killingsworth Study Area has had the largest gain in ethnic diversity during 2006 relative to the City of Portland.

Table 3: Race and Ethnicity by Study Area, 2006

Study Area	White	Black	American Indian	Asian Alone	Pacific Islander	Other	Two of More	Hispanic
Overlook	69.9%	13.2%	1.1%	4.4%	0.8%	5.9%	4.6%	11.1%
Prescott	69.9%	13.2%	1.1%	4.4%	0.8%	5.9%	4.6%	11.1%
Killingsworth	57.5%	16.2%	1.6%	6.6%	1.1%	9.2%	7.7%	16.0%
Portland	62.0%	13.6%	1.3%	8.5%	0.9%	5.3%	8.4%	10.4%
Lombard	65.1%	12.1%	1.0%	8.0%	1.0%	4.2%	8.5%	9.5%
City of Portland	75.2%	6.9%	1.0%	7.6%	0.4%	4.5%	4.4%	8.8%

Data Courtesy of ESRI

Table 4 captures the increase in total household units for each study area from 1990 to 2006. During the 1990s, 66 household units were added to the Interstate Corridor study area, a gain of 2.2%. The Overlook study area has observed a 7% increase in total household units during the 10-year period from 1990-2000. During 2000-2006, the City of Portland experienced a 3.6% increase in total household units while the Interstate Corridor study area as a whole remained relatively flat.

Table 4: Number of Households Units, 1990 to 2006

Study Area	1990	2000	2006
Overlook	317	341	340
Prescott	575	598	601
Killingworth	781	786	777
Portland	708	711	705
Lombard	655	666	681
Study Area	3036	3102	3104
City of Portland	206,105	223,737	232,188

Data Courtesy of ESRI

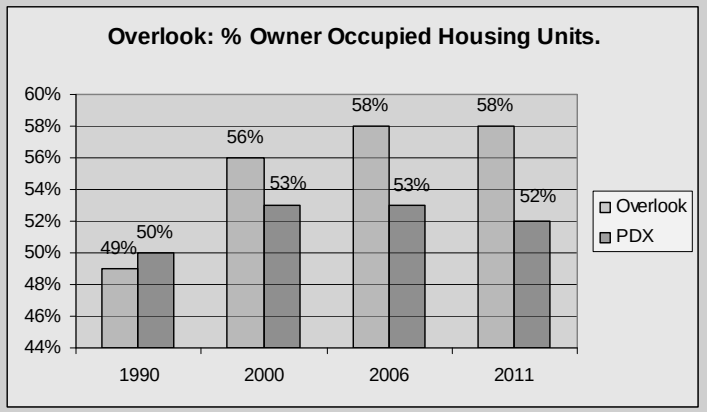
Table 5 below highlights persons per household and how family size has changed from 1990 to 2006. Persons per household within the Interstate Corridor study area have generally declined since 1990, following trends similar to the City of Portland. The Killingsworth study area has the highest average number of persons per household (2.61 to 2.59), relative to the City of Portland.

Table 5: Average Number of Persons per Household

Study Area	1990	2000	2006
Overlook	2.67	2.56	2.56
Prescott	2.49	2.47	2.47
Killingsworth	2.61	2.58	2.59
Portland	2.40	2.37	2.37
Lombard	2.34	2.38	2.39
Study Area	2.50	2.47	2.47
City of Portland	2.97	2.30	2.30

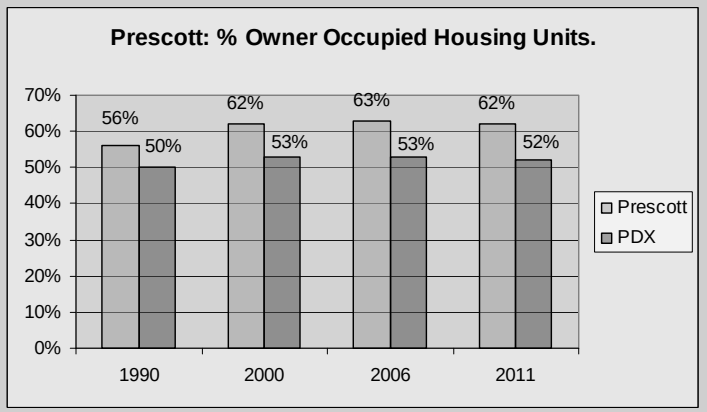
Data Courtesy of ESRI

Owner-Occupied Housing Units



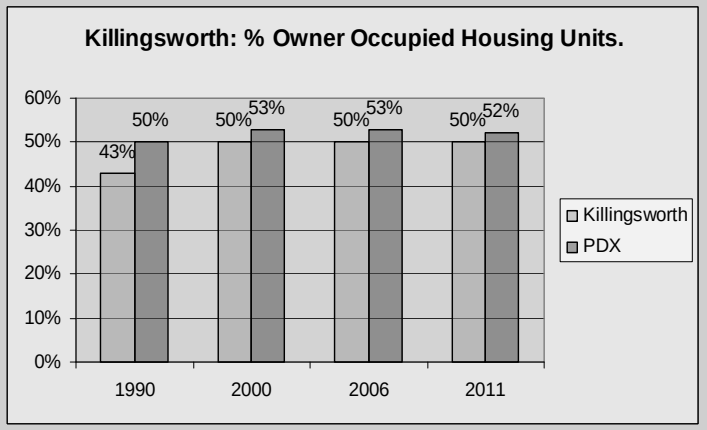
During 1990, homeownership rates within the Overlook study area remained relatively equal to the City of Portland. After 2000, the Overlook study area observed a 3% to 5% increase in homeownership rates relative to the City of Portland.

Data Courtesy of ESRI



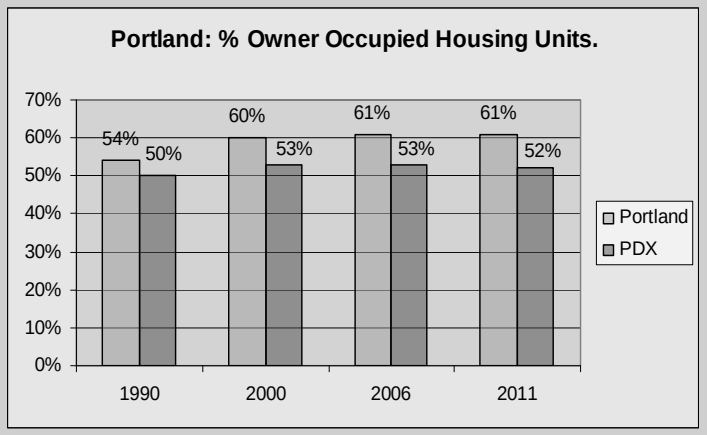
The Prescott study area is identified as having some of the highest homeownership rates throughout the Interstate Corridor. For example, homeownership rates from 1990 to 2006 are approximately 10% above those reported for the City of Portland.

Data Courtesy of ESRI



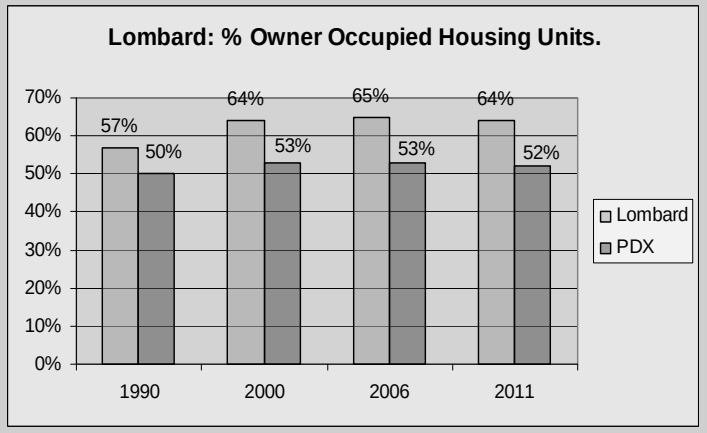
The percentage of owner-occupied housing units within the Killingsworth Study Area remain below those reported by the City of Portland for all years.

Data Courtesy of ESRI



During the 1990's, the percentage of owner-occupied housing units for the Portland study area outpaced the City of Portland by about 4%. During the twenty-first century, the Portland study area's homeownership rates remain strong, near 10% greater than the City of Portland.

Data Courtesy of ESRI

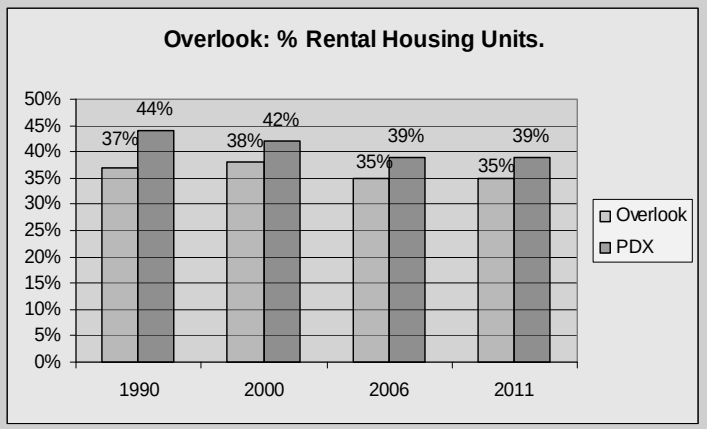


The Lombard study area has witnessed a higher percentage of homeownership opportunities relative to the City of Portland from 1990 to 2006. Reporting statistics for homeownership rates after 2000 are 10% or greater relative to the City of Portland.

Data Courtesy of ESRI

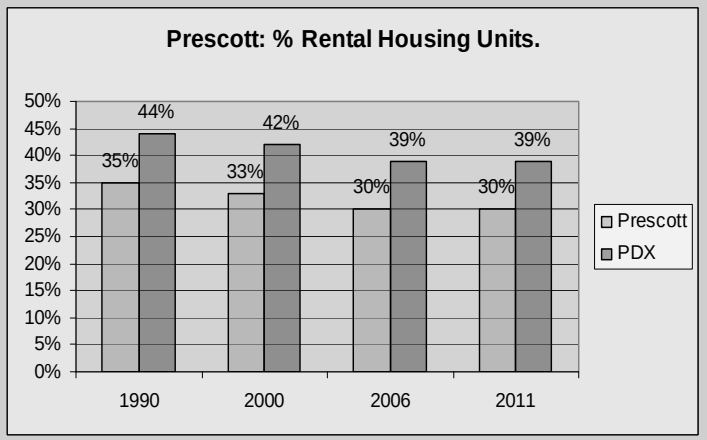
Typical Single-Family Homes
(Photos Courtesy of Bureau of Planning)

Rental Housing Units



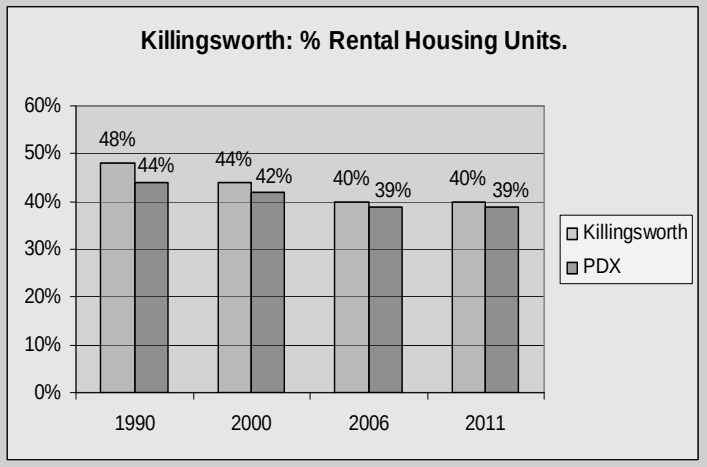
Data Courtesy of ESRI

The percentage of rental housing units for the Overlook study area is tracking approx 5% to 7% below the City of Portland for all years.



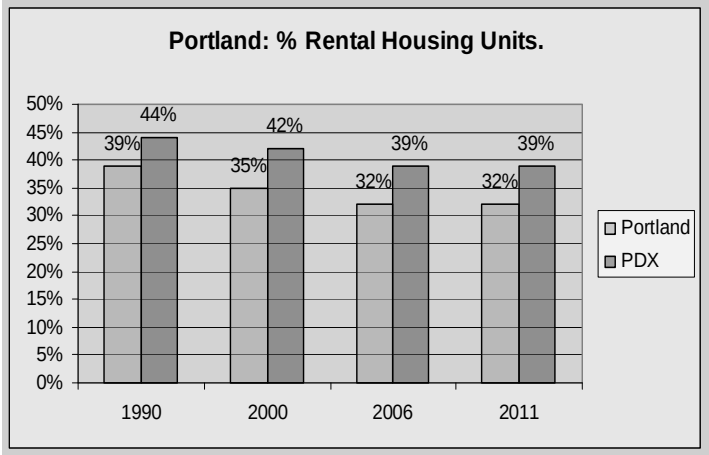
Data Courtesy of ESRI

The percentage of rental housing units located within the Prescott study area are significantly less than the City of Portland from 1990 to 2006.



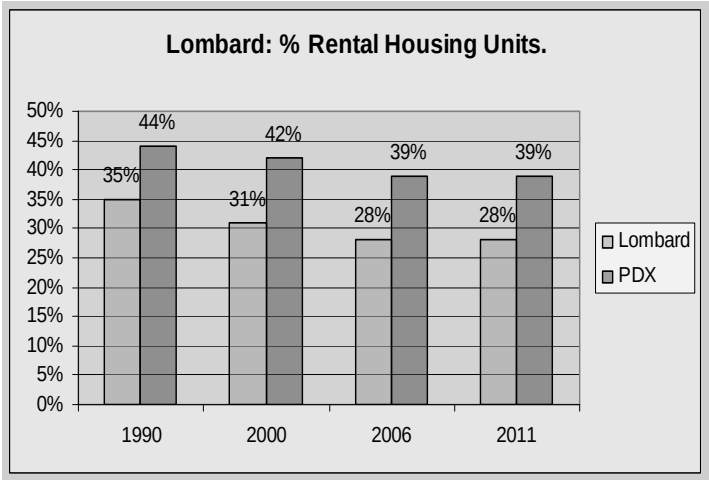
Data Courtesy of ESRI

During 1990, the percentage of rental housing units for the Killingsworth study area is 4% greater than the City of Portland.



Data Courtesy of ESRI

The percentage of rental housing units for the Portland study area is tracking 5% to 7% below those reported for the City of Portland from 1990 to 2006.



Data Courtesy of ESRI

The Lombard study area has observed a significant decrease in the percentage of rental units from 1990 to 2006.

Typical Courtyard Housing
(Photos Courtesy of Bureau of Planning)

Median Household Income

In general, median household income levels for the Interstate Corridor fall below the City of Portland. The Prescott study area is the only area that has median income levels greater than the City of Portland for 2006. Median household income levels for the Portland study are falling below levels reported by the City for all years.

Table 6: Median Household Income, 1990-2006

Study Area	1990	2000	2006
Overlook	$23,250	$38,638	$48,617
Prescott	$23,813	$43,717	$53,994
Killingsworth	$21,169	$34,531	$43,005
Portland	$22,301	$35,425	$42,939
Lombard	$22,826	$38,510	$47,297
Study Area	$22,671	$38,164	$47,170
City of Portland	$25,812	$40,150	$50,228

The figures in Table 6 for median household income have not been adjusted for inflation.
Data Courtesy of ESRI.

Table 7 highlights household income ranges for the Interstate Corridor study area during 2006. The Lombard and Portland study areas contain the largest percentage of households that fall within the $24,999 or less income range. The Prescott study area contains the largest percentage of household income levels for $75,000+.

Table 7: Household Income by Study Area, 2006

Study Area	2006		
	Less than $24,999	$25,000 to $74, 999	$75,000+
Overlook	17%	55%	28%
Prescott	15%	52%	33%
Killingsworth	24%	52%	24%
Portland	26%	53%	21%
Lombard	25%	53%	22%
City of Portland	23%	47%	30%

Data Courtesy of ESRI

6. Land Use

The purpose of this chapter is to provide descriptions of the current land uses, the current Comprehensive Plan Map designations and existing Zoning Code designations for the Interstate Corridor study area.

Introduction

The land use patterns within older neighborhoods of the city have been shaped largely by socioeconomic conditions and transportation patterns, such as large workforce housing subdivisions for the Portland shipyards in the 1920s, streetcar lines, and the Interstate Highway System. Comprehensive planning efforts did not focus on neighborhoods until the 1960s and were directed through federal programs such as "Model Cities."

Long-range planning efforts resulted in policy documents such as the City's current Comprehensive Plan, which became a statewide requirement in 1970. These efforts, combined with the Zoning Code that implemented the vision and policies, have contributed in shaping current land use patterns. This creates a strategy for refining and maintaining the city's land use patterns through preservation, enhancement, infill, and redevelopment.

History of Project Area Zoning

Prior to the opening of Interstate 5, Interstate Avenue was zoned almost entirely commercial. This commercial zoning was typically 1/2-block-deep and adjacent to the surrounding single-family neighborhoods. When I-5 was constructed in the 1950s, it divided these neighborhoods from each other and from many of the services they relied on. Although efforts were made to reduce the impact on the neighborhoods by depressing the freeway bed and creating at-grade overpasses, the area between I-5 and the new freeway remains a 3–block-wide impediment. The long-term impact of I-5 has been to reduce the number of daily trips taken on Interstate Avenue and to make the commercial uses, particularly those geared to freeway travelers, less viable.

In the 1980s, the city determined that there was too much commercially zoned land along major city streets and tried to break up these often long commercial stretches by establishing commercial nodes at key intersections, with higher residential density zoning in between. As part of the *Portland Comprehensive Plan* approved in 1980, portions of Interstate Avenue were zoned R1 (medium-density zone).

The zoning along the Interstate Light Rail Corridor was last revised as part of the *Albina Community Plan, 1993*. At that time, the potential light rail alignments had been narrowed to either Interstate Avenue or I-5. Although land between the two potential alignments was rezoned to transition into higher density if light rail was constructed, fine tuning the zoning around the future light rail stations was not possible at that time. Since the opening of light rail in spring of 2004, only the Kenton Station has revised its zoning and use/development standards to respond to the arrival of light rail (*Kenton Downtown Plan*, 2001).

Comprehensive Plan Map Designations

The Comprehensive Plan Map guides land use and development patterns within the City of Portland. All land in the city is assigned a Comprehensive Plan designation as illustrated through a map that determines what type of land uses can be located there in the future. The Comprehensive Plan Map designations protect community livability and provide certainty for

those wishing to develop or redevelop their land. The land use designations are tied to policy statements in the Comprehensive Plan.

Zoning Map Designations
Each Comprehensive Plan Map designation corresponds with one or more zones, which are defined in the Zoning Code and illustrated in the Zoning Map. Zoning is a tool that helps implement the Comprehensive Plan and codifies the requirements for new development. The Zoning Code is a regulatory mechanism that specifies the allowed development type, scale, and density on a given site. Each zone includes provisions that regulate the use or intensity of land and certain aspects of building size, shape, and form as well as site design or the features around the building. Like the Comprehensive Plan Map, the official Zoning Map specifies which zone is applied to every site within the city.

Most land in the city has a zone that is consistent with its Comprehensive Plan Map designation. However, there are some situations where the zoning differs from the Comprehensive Plan Map. Usually this occurs when the existing land use pattern or services are not in place to support the long-range vision of the Comprehensive Plan. For example, because the *Albina Community Plan* placed high-density designations in areas along Interstate Avenue and between Interstate Ave and I-5, there are large areas in the Interstate Light Rail Corridor study area where the two maps are inconsistent.

In areas where these discrepancies occur, there are two ways to change the designation. First is a quasi-judicial land use process that can be initiated by the property owner. The Zoning Map is amended to match the Comprehensive Plan Map as long as it can be demonstrated that there are adequate public services to accommodate the land uses. Second is through a legislative process, by which a government body that is authorized through the Zoning Code can initiate a zone change or Comprehensive Map change. Typically, a Planning Commission and/or City Council have the authority to initiate the latter process.

Overlay Zones, Plan Districts, and Conservation Districts
In addition to the Comprehensive Plan Map and zoning map designations, sites may be affected by further regulations through the application of “overlay” zones or “plan districts.” These regulations are also applied to the Zoning Map as well through the Zoning Code. These regulations supersede the base designations and may be more or less restrictive than the base designation. Overlay zones can apply to specific circumstances rather than specific areas of the city and may deal with issues like design, scenic, greenway, and historic resources, or environmentally sensitive areas. In contrast, a plan district is created and applied to specific geographic areas to address unique characteristics and development issues within the district.

Comprehensive Plan Map and Zoning Designations
The Comprehensive Plan Map designations are strategically applied throughout the city based on a number of factors. These factors include topography and other physical or geographical features, existing land uses and zoning, available and future infrastructure, and desired community outcomes such as stability of neighborhoods and revitalization and redevelopment activities for disinvested neighborhoods. The pattern of Comprehensive Plan Map designations within the Interstate Light Rail Corridor Zoning Project plan area reflects these planning parameters.

The following Comprehensive Plan Map designations apply to the Interstate Light Rail Corridor Zoning Project plan area:

Residential Designations
Although Interstate Avenue is primarily designated high-density residential with design review, a mix of single- and multi-family residential designations are interspersed throughout the corridor.

- R5: High Density Single-Dwelling. This designation continues Portland's most common pattern of single-dwelling development. It is intended for areas with good public services and no development constraints. Single-dwelling residential is intended to be the primary use. The maximum density is generally 8.7 units per acre (5,000 SF lot).

- R2.5: Attached Residential. This designation is intended for areas with complete public services and without development constraints. It allows a mixture of housing types of a single-dwelling character, including attached row houses or townhouses. Allowed densities for attached houses are higher than for detached housing. The maximum density is generally 17.4 units per acre (2,500 SF lot) for attached housing. To fulfill of these density goals, the scale for these housing types are allowed to be greater than for other single-dwelling housing types.

- R2: Low Density Multi-Dwelling. This designation continues a common development pattern for low density multi-dwelling mixed with single-dwelling housing types. It is intended for areas with good public services and no development constraints. It may be used on larger development sites, or on smaller sites near arterials, transit service, or commercial areas. The maximum density is generally 21.8 units per acre (2,000 SF lot), but may go up to 32 units per acre in some situations. The allowed scale of development is greater than for single-dwelling housing.

- R1: Medium Density Multi-Dwelling. This designation continues a common development pattern for medium-density apartments. It is intended for areas with no development constraints and good public services including transit. It may be used for lands near arterials, transit streets, or commercial areas. The maximum density is generally 43 units per acre (1,000 SF lot), but may go up to 65 units per acre in some situations. The scale of development is intended to reflect the allowed densities while being compatible with nearby single-dwelling areas.

- RH: High Density Multi-Dwelling. This designation allows high-density, multi-dwelling structures and structures of an intense scale. It is intended for areas with good public services including high quality transit, no development constraints, and proximity to commercial areas. Maximum density is based on a floor area ratio (FAR), not units per square foot of land. Densities range from 80 to 125 units per acre.

Commercial Designations
Commercial land uses predominate along Interstate Avenue, with multi-dwelling residential designations interspersed along the corridor. Segments of Interstate Avenue are designated for commercial activities, with a focus of these activities near secondary east/west circulation routes, such as Killingsworth and Portland Boulevard.

- Neighborhood Commercial. This designation is intended to allow neighborhood-oriented commercial uses in and adjacent to residential areas. In more densely developed neighborhoods, development should be oriented to pedestrians. In less densely developed neighborhoods, development may be more auto-oriented. In both cases, the allowed intensity of development is too low to maintain compatibility with residential areas, and development is oriented to pedestrians, bicycles, and transit where high-quality transit service is available. The corresponding zones are Neighborhood Commercial 1 (CN1) and Neighborhood Commercial 2 (CN2).

- Urban Commercial. This designation is intended for more developed parts of the city near relatively dense residential areas. A full range of retail, service, and business uses are allowed serving a local and larger market area. It is intended primarily for areas that are served by transit. Development should have a strong orientation to pedestrians. It is also intended to allow commercial development in some areas while maintaining housing opportunities. The corresponding zones are Mixed Commercial/Residential (CM) and Storefront Commercial (CS).

- General Commercial. This designation allows a full range of commercial uses having a local or regional market. Development will mostly have an auto-orientation, but along streets where high quality transit service is available, development will also be oriented to pedestrians, bicycles, and transit. It is intended for arterial streets and to be used for developing areas and for larger, older areas that already have an auto-oriented development style. The corresponding zone is General Commercial (CG).

Employment and Industrial Designations
Industrial and employment designations are located exclusively in areas near high-quality transportation corridors that reflect the need to move goods and services within local and regional markets. Industrial and employment designations located within the Interstate Corridor utilize heavy rail and shipyard transportation routes near the Willamette River, while industrial designations located in the northern end of the corridor are situated in close proximity to Columbia Blvd and I-5.

- Mixed Employment. This designation is intended for areas where a wide variety of employment opportunities are encouraged in an industrial-type setting. Commercial uses are allowed, but are limited in intensity so as not to overburden public services and to maintain adequate industrial development opportunities. Residential development is restricted to prevent conflicts with the other uses. The corresponding zones are General Employment 1 (EG1) and General Employment 2 (EG2).

- Central Employment. This zone implements the Central Employment map designation of the Comprehensive Plan. The intent of the zone is to allow industrial and commercial uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses in the area. The development standards are intended to allow new development which is similar in character to existing development. The corresponding zone is EX.

Other Designations, Overlay Zones, Plan Districts, Conservation Districts
The designated Open Space sites in the plan area are Overlook Park, Patton Park, and the ball fields located at Ockley Green School. Beach Community Garden, located on the eastern border of the plan area, also has an Open Space designation.

- Open Space. This designation is intended for lands that serve an open space function, primarily public land, but also some private areas. Lands intended for open space designations include parks, natural areas and cemeteries. The corresponding zone is OS.

- Alternative Design Density Overlay Zone. This is shown on Official Zoning Maps with the letter "a" map symbol. The purpose of the Alternative Design Density Overlay Zone is to focus development on vacant sites, preserve existing housing and encourage new development that is compatible with and supportive of the positive qualities of residential neighborhoods. The concept for the zone is to allow increased density for development that meets additional design compatibility requirements.

- Design Overlay Zone. This is shown on the Official Zoning Maps with a letter "d" map symbol. The Design Overlay Zones promotes the conservation, enhancement, and continued vitality of areas of the City with special scenic, architectural, or cultural value. The Design Overlay Zone also promotes quality high-density development adjacent to transit facilities. This is achieved through the creation of design districts and applying the Design Overlay Zone as part of community planning projects, development of design guidelines for each district, and by requiring design review or compliance with the Community Design Standards. In addition, design review or compliance with the Community Design Standards ensures that certain types of infill development will be compatible with the neighborhood and enhance the area.

- Albina Community Plan District. The Albina Community Plan District implements the *Albina Community Plan*. Plan districts address concerns unique to an area when other zoning mechanisms cannot achieve the desired results. The plan district's provisions are intended to ensure that new higher density commercial and industrial developments do not overwhelm nearby residential areas. Infill housing compatibility and affordability is encouraged by eliminating off-street parking requirements for small multi-dwelling housing projects.

- Conservation Districts. There are three conservation districts within the Interstate Corridor; the Kenton, Piedmont, and Mississippi Conservation Districts. These districts are a collection of individual resources that are historically or culturally significant at the local or neighborhood level. Most development in these areas is subject to design review.

Existing Land Use Pattern

The following describes the existing land use pattern along the Interstate Corridor plan area. In some cases it will also identify the Comprehensive Plan map or Zoning Map designation. This narrative is based on field observations of project team staff and comments from participants at the community open house held in the spring of 2007.

The existing land use pattern is described below for each of the five light rail station areas in the study area along Interstate Avenue. Each station area and surrounding neighborhood has distinct physical and land use characteristics.

Overlook Station

This station area includes development along Interstate Avenue between the Kaiser Permanente Medical campus and North Shaver, extending approximately one block west and two blocks east to I-5. The existing Kaiser medical complex in the Overlook station area serves as an employment anchor with approximately 850 employees.

This station area is predominantly institutional. In addition to the Kaiser medical complex, there is also the Polish Library (community center) fronting Interstate Avenue. Overlook Park, located along the western edge of this area, is a noted neighborhood amenity that provides recreation opportunities to the area.

Only one vacant lot exists along this stretch of Interstate Avenue, although many properties have modest levels of development (Kaiser Medical, Palms Motel). Zoning is a combination of IR (Institutional Residential), CM (Mixed Commercial) and R1 (Medium Density Multidwelling). Most structures are limited to two stories or less.

Based on comments and written statements received during the community open house held in March 2007, creating a transitional area between single-family residential and commercial buildings fronting Interstate Avenue is a concern. Comments regarding the preservation of neon signs along Interstate Avenue to enhance the Overlook station area as a central gateway were also received.

Prescott Station

This station area includes development along Interstate Avenue between Shaver (near The Alibi Restaurant) and Alberta Street, extending approximately one block west and two blocks east to I-5. Prescott and Skidmore Street serve as secondary transportation routes, thus providing an east/west link between the neighborhoods.

Commercial activities dominate this stretch of Interstate Avenue, with a few multi-dwelling residential units fronting Interstate Avenue located north of Going Street. Businesses located in this area are a mix of national franchises and locally owned establishments, primarily serving neighborhood residents. A few businesses located in this plan area are auto-oriented such as auto repair and servicing, fast food establishments and mini-marts. Generally, most retail development along this stretch of Interstate Avenue is limited to one and two story, and typically provides off-street parking for customers. However, off-street parking for multi-dwelling residential units fronting Interstate Avenue is limited.

This stretch of Interstate Avenue is predominately zoned CG (General Commercial) with areas of RH (High Density Residential). Development located between Interstate Avenue, extending east to I-5, has a zoning designation of EX (Central Employment). Constraints to redevelopment along this stretch of the Interstate Corridor are especially restrictive due to

small parcel size, limited number of underutilized lots and shared property lines within established residential neighborhoods.

Based on comments and written statements received during the community open house held in March of 2007, focusing mixed-use development along Skidmore and Maryland Avenue will assist in creating an urban 'main street' linking east/west neighborhoods. Comments regarding the implications of a "broad brush" approach to the use of EX (Central Employment) zoning designations for the plan area between Interstate Avenue and I-5 were also received.

Killingsworth Station
This station area includes development along Interstate Avenue between Alberta and Ainsworth, extending approximately one block west and three blocks east to I-5. The plan area also includes development extending west along Killingsworth to Denver Avenue, thus linking neighborhoods to the corridor and light rail facilities.

The Killingsworth station area is a unique area hosting a mix of commercial, employment, and residential zoning designations fronting Interstate Avenue. Most commercial sites in this area are one story with sufficient off-street parking for customers.

The Killingsworth station may have the most redevelopment potential given the number of vacant or underutilized parcels near the light rail platform. Located directly to the east of the northern bound light rail platform is a block of property which could be utilized for future mixed-use development. The majority of businesses located at the intersection of Interstate Avenue and Killingsworth are vehicle-serving or oriented towards auto access, such as drive-through services.

Multi-dwelling land uses within this station area are generally located close to Interstate Avenue, but pedestrian-oriented infrastructure linking transit facilities is limited. A few parcels of single-family residential are found along Interstate Avenue, but are predominantly found in the area extending west to Denver Ave and east to I-5.

Based on comments and written statements received during the community open house held in March of 2007, the implementation of pedestrian-oriented development along Killingsworth extending west to Denver Avenue should be encouraged. Participants also wanted enhancements to local community facilities such as Patton Park, Crown Motel, and the Interstate Firehouse Cultural Center.

Portland Station
This station area includes development along Interstate Avenue between Ainsworth Street (near Ockley Green School) and Bryant Street (one block south of Fred Meyer), extending approximately one block west and three blocks east to I-5. The plan area also includes residential and commercial development extending west to Denver along Portland Blvd. Portland Blvd. provides a vital east/west connection, thus linking neighborhoods to the corridor and light rail transit facilities.

Commercial activities within this area are primarily located along Interstate Avenue and major east/west neighborhood connectors such as Ainsworth and Portland Blvd. The recent addition of New Seasons Market at the intersection of Portland Blvd and Interstate Avenue is a noted new commercial establishment. Commercial structures located at the intersection of

Portland Blvd. and Denver Avenue are neighborhood-serving and of smaller scale—generally one story.

This station area contains the greatest amount of single- and multi-dwelling residential units, many of which front Interstate Avenue. Vacant lots exist along this stretch of Interstate Avenue (between Bryant and Dekum) that could be utilized for future high-density development to support light rail transit services.

Based on comments and written statements received during the community open house held in March of 2007, the integration of mixed use development near light rail transit facilities must consider the existing R5 (residential development) neighborhood character.

Lombard/Kenton
This station area includes development along Interstate Avenue between Bryant Street (one block south of Fred Meyer) and North Columbia Blvd, extending approximately one block west and three blocks east to U.S. Hwy I-5. The plan area also includes development extending west along Lombard to Denver Avenue.

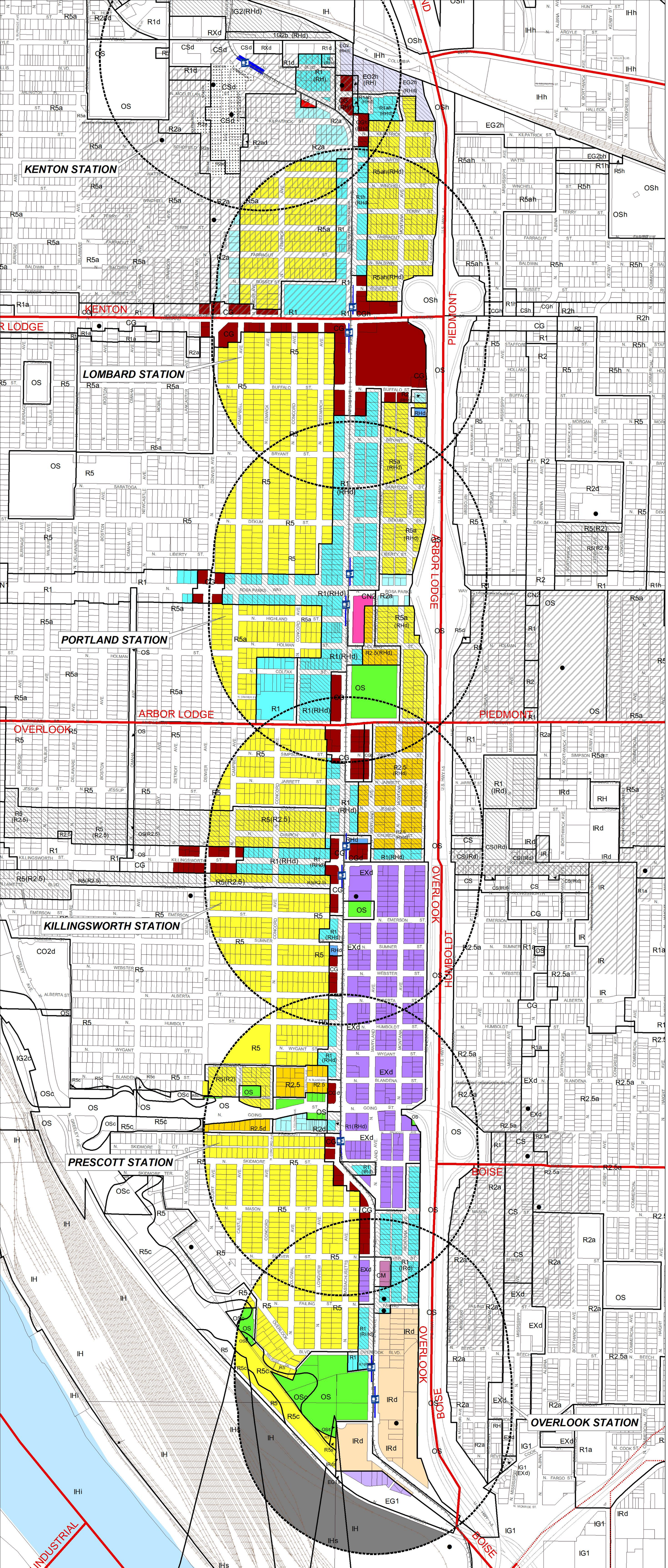
Commercial uses along this stretch are dominated by auto-oriented activities and sales, along with some office buildings for Kaiser Medical and a Fred Meyer retail center. Two gas stations are located on prime real-estate fronting Lombard and Interstate Avenue, contributing to the auto-oriented environment. Development along Lombard, extending west to Denver Avenue, is primarily small-scale zoned CG (General Commercial), and generally is one story.

Institutional uses in this area include Kenton School, located near Interstate Avenue and Lombard, and a fire station, located on Buffalo south of Fred Meyer. Multi-dwelling land uses within this area are generally located along or close to Interstate Avenue, thus supporting light rail transit facilities. Single-dwelling development in this plan area is generally located one block west of Interstate Avenue and two blocks east to I-5.

The northern portion of this plan area, near Columbia Blvd and Interstate Place, provides EG2 (General Employment) land uses with businesses producing materials for home improvement. Some general employment lands in this area appear to be underutilized; several lots are used primarily to house surplus parts for storage. Much of the land in this area is vacant of development and is used as outdoor storage.

October 25, 2007

Interstate Light Rail Corridor Zoning Project

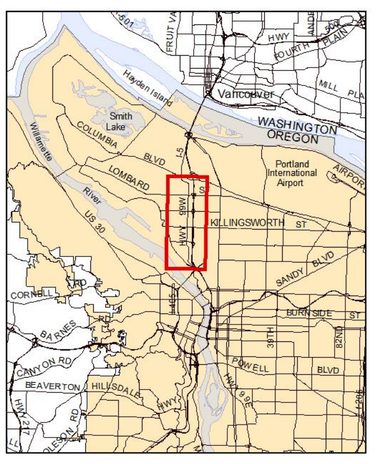


Legend

- Existing Zone Boundary
- R5 — Existing Zone Designation
- (R2.5) — Areas where Comprehensive Plan differs from zoning.
- Neighborhood Boundary
- Historic Landmarks
- Historic Districts
- Conservation Districts
- MAX Light Rail Track
- MAX Light Rail Station
- Rail Lines
- Area within 1/4 mile or MAX Light Rail Stations/Platforms

Base Zone (1/4 mile of MAX Stations)

- Open Space (OS)
- Residential 5,000 (R5)
- Residential 2,500 (R2.5)
- Low Density MD 2,000 (R2)
- Medium Density MD 1,000 (R1)
- High Density Residential (RH)
- Central Residential (RX)
- Institutional Residential (IR)
- Neighborhood Commercial 2 (CN2)
- Storefront Commercial (CS)
- Mixed Commercial (CM)
- General Commercial (CG)
- Central Commercial (CX)
- General Employment 1 (EG1)
- General Employment 2 (EG2)
- Central Employment (EX)
- General Industrial 1 (IG1)
- General Industrial 2 (IG2)
- Heavy Industrial (IH)



Area of Interest

N

Feet
300 150 0 300 600

INFORMATION SOURCES:

Nonconforming Uses:
City of Portland, Bureau of Planning, April 2007.

Taxlots: Originally produced by Oregon Dept. of Revenue. Modified and updated by Multnomah County Assessment & Taxation and Portland Dept. of Transportation. Updated through Jan. 2003. Accuracy - +/- 1 feet.

Zoning:
Digitized from bureau zoning maps by Roy F. Weston, Inc. for Portland Planning Bureau. Registered to taxlots. Updated by Planning through Jan. 2003.

Plan Districts:
Digitized from bureau zoning maps by Roy F. Weston, Inc. for Portland Planning Bureau. Registered to taxlots. Updated through April 2002.

Photogrammetrics:
Building Footprints and 2' 10' Topographic Lines digitized from aerial photos flown from 1987 to 1994. Created for the Bureau of Environmental Services. Not registered directly to the Taxlot Base Maps. Topographic lines have breaks where building or other cultural features exist. Building footprints updated for small areas but most are out-of-date. Downtown, Forest Heights and Industrial areas have been updated using aerial photos.

Neighborhood Association Boundaries:
Originally digitized by Portland Department of Transportation. Updated by Bureau of Planning for Office of Neighborhood Involvement, May 2004. Registered to taxlot base maps.

All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.

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October 25, 2007

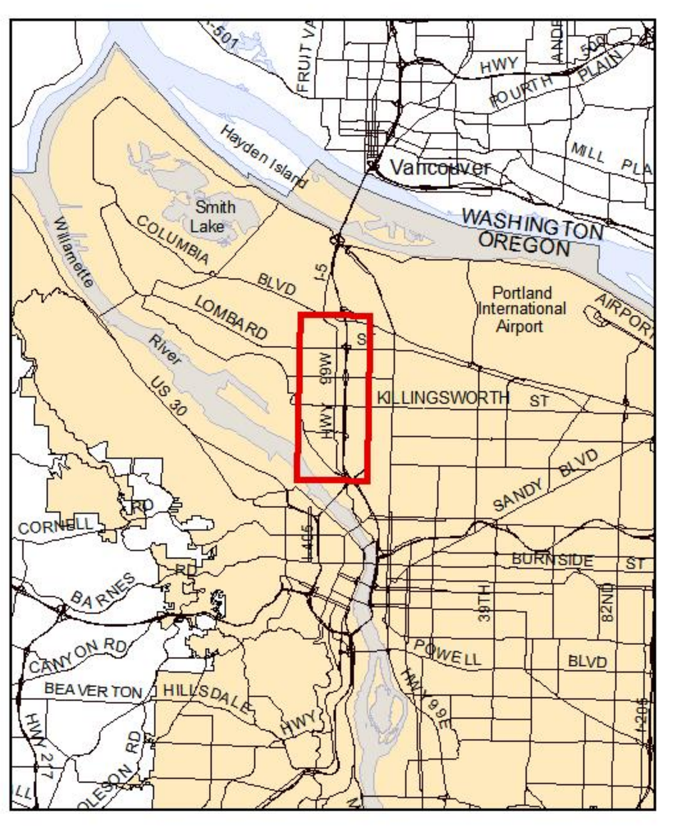
Interstate Light Rail Corridor Zoning Project - Land Use

Legend

- Neighborhood Boundary
- Existing Zone Boundary
- **R5** Existing Zone Designation
- **(R2.5)** Areas where Comprehensive Plan differs from zoning.
- MAX Light Rail Track
- MAX Light Rail Station
- Area within 1/4 mile of MAX Light Rail Station Platform
- Rail Lines

Generalized Land Use

- Open Space (19 acres)
- Single Family Residential (136 acres)
- Duplex Residential (6 acres)
- Multi-Family Residential (18 acres)
- Commercial (36 acres)
- Industrial (3 acres)
- Institutional (32 acres)
- Vacant (11 acres)



Area of Interest

N

Feet
300 150 0 300 600

INFORMATION SOURCES:

Land Use: City of Portland, Bureau of Planning, March 2007.

Taxlots: Originally produced by Oregon Dept. of Revenue. Modified and updated by Multnomah County Assessment & Taxation and Portland Dept. of Transportation. Updated through Jan. 2003. Accuracy - +/- .1 feet.

Zoning:
Digitized from bureau zoning maps by Roy F. Weston, Inc. for Portland Planning Bureau. Registered to taxlots. Updated by Planning through Jan. 2003.

Neighborhood Association Boundaries:
Originally digitized by Portland Department of Transportation. Updated by Bureau of Planning for Office of Neighborhood Involvement, May 2006. Registered to taxlot base maps.

Neighborhood Association Boundaries:
Originally digitized by Portland Department of Transportation. Updated by Bureau of Planning for Office of Neighborhood Involvement, May 2004. Registered to taxlot base maps.

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7. Transportation

There are a number of transportation issues along the Interstate Corridor and in the planning area for the zoning project:

- Inadequate Sidewalk Width. When Interstate MAX (Yellow Line) was constructed, additional right of way (ROW) was not acquired in order to increase the width of sidewalks. Therefore, there are a number of locations where the sidewalk widths are inadequate for a safe and pleasant pedestrian experience. In addition, the width and depth of a number of lots/parcels along Interstate can make it difficult to build wider sidewalks and still have a developable lot.

- Light Rail Signal Timing. Traffic signals are timed for the light rail (LRT). This can make it difficult for motor vehicles, pedestrians and bicyclists to efficiently move through the corridor, as well as making it difficult to cross Interstate.

- Signal Capacity. Because signals are timed for the LRT, backups along the corridor and into the neighborhoods have become a problem.

- On-Street Parking. Due to MAX users and increased multifamily and commercial development, on-street parking has become scarcer along the corridor and in the neighborhoods.

- Local Truck Delivery Access. Increased development will increase the amount of local deliveries in the area.

Transportation System Plan (TSP)

Background

The *Transportation System Plan (TSP)*, Goal 6 and Goal 11.B of the City's *Comprehensive Plan* is a technical guide to the City's transportation projects and programs and for all modes of transportation. It includes policies and goals for each sector of the city, street classifications, major and minor construction projects, and modal plans. Each street in the city has a policy street classification for traffic, transit, bicycles, pedestrians, emergency response, freight and street design. These classifications give guidance on how streets should be designed and function. Traffic for streets and intersections is "graded" through a Level of Service (LOS) calculation. A "pedestrian district" classification gives additional guidance through the zoning code and the *Pedestrian Design Guide* on sidewalk widths and design. A list of street classifications applicable to the Interstate Corridor study area can be found below.

Relevance

One component of the Interstate project is to evaluate the feasibility of adding new pedestrian districts, which is a policy designation that raises the importance of an area as pedestrian-oriented in terms of street design and the architecture and urban design of new buildings. The addition of this policy is based on current and proposed zoning, and the criteria outlined in the TSP. Level of service and traffic impacts will be evaluated based on TSP street classifications and policy. Any proposed changes to street classifications, street functions, or the formulation of new streetscape guidelines will be reviewed in concert with TSP policies. Conflicts between zoning and the TSP will be identified and evaluated.

Other project elements related to the implementation of the Transportation System Pland and the Transportation Planning Rule include: reduction of Vehicle Miles Traveled (VMT), consideration of setting off-street parking *maximums* rather than minimums, and evaluating and considering increasing densities within 1/4 mile of transit lines/employment zones/regional retail areas to transit supportive levels. This maximizes the substantial public investment in light rail while reducing regulatory barriers to future development.

Street Classifications and Policies for the Interstate Corridor Zoning Project

Street Classifications for Streets in the Project Area

Based on the 2007 Update - reflective of Freight Master Plan and other TSP update (effective early April 2007)

Interstate
Traffic: District Collector
Transit: Regional Transit Way and Major Transit Priority Street
Bike: City Bikeway
Pedestrian: City Walkway
Freight: Truck Access Street
Emergency Response: Major Emergency Response Route
Street Design: Regional Main Street

Streets Connecting to Interstate in the Project Area (South to North)

Fremont
Traffic: Local Street
Transit: Regional Transit Way and Major Transit Priority Street
Bike: City Bikeway
Pedestrian: City Walkway, west of Interstate. Local Service Street, east of Interstate.
Freight: Local Service Street
Emergency Response: Minor Emergency Response Route
Street Design: Local Street

Skidmore
Traffic: Neighborhood Collector, east of Interstate. Local Service Street, west of Interstate
Transit: Regional Transit Way and Major Transit Priority Street
Bike: City Bikeway
Pedestrian: Local Service Street
Freight: Local Service Street
Emergency Response: Major Emergency Response Route
Street Design: Local Service Street

Going
Pedestrian: City Walkway, east of Interstate
Freight: Priority Truck Street
Street Design: Urban Road
All other: Local Service Street

Alberta
Traffic: Local Service Street
Transit: Local Service Street
Bike: Local Service Street
Pedestrian: Local Service Street
Freight: Local Service Street
Emergency Response: Minor Emergency Response Route
Street Design: Local Street

Killingsworth
Traffic: District Collector, east of Interstate. Neighborhood Collector, west of Interstate.
Transit: Regional Transit Way and Major Transit Priority Street
Bike: City Bikeway, east of Interstate
Pedestrian: City Walkway
Freight: Truck Access Street
Emergency Response: Major Emergency Response Route
Street Design: Community Corridor, west of Interstate. Community Main Street, east of Interstate.

Ainsworth
Traffic: District Collector
Transit: Local Service Street
Bike: City Bikeway
Pedestrian: Local Service Street
Freight: Local Service Street
Emergency Response: Minor Emergency Response Route
Street Design: Regional Main Street

Portland
Traffic: Neighborhood Collector
Transit: Transit Access Street
Bike: City Bikeway
Pedestrian: City Walkway
Freight: Truck Access Street
Emergency Response: Major Emergency Response Route
Street Design: Community Corridor

Bryant Street Pedestrian Crossing of I-5
Pedestrian: City Walkway

Willamette Blvd.
Bike: City Bikeway, east of Interstate.
All other: Local Service Street

Lombard
Traffic: District Collector
Transit: Regional Transit Way and Major Transit Priority Street
Bike: City Bikeway
Pedestrian: City Walkway
Freight: Truck Access Street
Emergency Response: Major Emergency Response Route
Street Design: Community Main Street, west of Interstate. Community Corridor, east of Interstate.

N. Kilpatrick
Transit: Transit Access, east of Interstate
Bike: City Bikeway, west of interstate
All other: Local Service Street

Pedestrianways in the Project Area

Kenton Pedestrian District
Boundaries: N. Argyle, Interstate 5, N. Schofield, N. Burrage

Street Classification Description Policies for the Interstate Zoning Project

Note: The classifications listed in this document are the ones present in the Interstate Zoning Project Study Area. Additional classifications can be found in the TSP Document.

Policy 6.4 Classification Descriptions

Street classification descriptions and designations describe the types of motor vehicle, transit, bicycle, pedestrian, truck, and emergency vehicle movement that should be emphasized on each street.

Objectives:

A. Classification descriptions and designations are used to determine the appropriateness of street improvements and to make recommendations on new and expanding land uses through the land use review processes.

B. Classification descriptions are used to describe how streets should function for each mode of travel, not necessarily how they are functioning at present.

C. All of a street's classifications must be considered in designing street improvements and allocating funding. While a proposed project may serve only one classification, improvements should not preclude future modifications to accommodate other classifications of the street.

D. When the existing use of a street does not comply with its classification, no additional investments should be made that encourage that inappropriate use.

E. Designate new streets within a land division site as Local Service Streets for all modes unless otherwise designated through a concurrent or subsequent Comprehensive Plan amendment to the Transportation Element.

F. Designate new streets within Pedestrian Districts and Freight Districts as Local Service Streets unless otherwise designated through a Comprehensive Plan amendment to the Transportation Element.

Policy 6.5 Traffic Classification Descriptions

Maintain a system of traffic streets that support the movement of motor vehicles for regional, interregional, interdistrict, and local trips as shown. For each type of traffic classification, the majority of motor vehicle trips on a street should conform to its classification description.

District Collectors

District Collectors are intended to serve as distributors of traffic from Major City Traffic Streets to streets of the same or lower classification. District Collectors serve trips that both start and end within a district.

- Land Use/Development. District Collectors generally connect town centers, corridors, main streets, and neighborhoods to nearby regional centers and other major destinations. Land uses that attract trips from the surrounding neighborhoods or from throughout the district should be encouraged to locate on District Collectors. Regional attractors of traffic should be discouraged from locating on District Collectors.
- Connections. District Collectors should connect to Major City Traffic Streets, other collectors, and local streets and, where necessary, to Regional Trafficways.
- On-Street Parking. Removal of on-street parking and right-of-way acquisition should be discouraged on District Collectors, except at specific problem locations to accommodate the equally important functions of traffic movement and vehicle access to abutting properties.

Neighborhood Collectors

Neighborhood Collectors are intended to serve as distributors of traffic from Major City Traffic Streets or District Collectors to Local Service Streets and to serve trips that both start and end within areas bounded by Major City Traffic Streets and District Collectors.

- Land Use/Development. Neighborhood Collectors should connect neighborhoods to nearby centers, corridors, station communities, main streets, and other nearby destinations. New land uses and major expansions of land uses that attract a significant volume of traffic from outside the neighborhood should be discouraged from locating on Neighborhood Collectors.
- Connections. Neighborhood Collectors should connect to Major City Traffic Streets, District Collectors, and other Neighborhood Collectors, as well as to Local Service Streets.
- Function. The design of Neighborhood Collectors may vary over their length as the land use character changes from primarily commercial to primarily residential. Some Neighborhood Collectors may have a regional function, either alone or in concert with other nearby parallel collectors. All Neighborhood Collectors should be designed to operate as neighborhood streets rather than as regional arterials.
- On-Street Parking. The removal of on-street parking and right-of-way acquisition should be discouraged on Neighborhood Collectors.

Local Service Traffic Streets
Local Service Traffic Streets are intended to distribute local traffic and provide access to local residences or commercial uses.

- Land Use/Development. Discourage auto-oriented land uses from using Local Service Traffic Streets as their primary access.
- Classification. Streets not classified as Regional Trafficways, Major City Traffic Streets, District Collectors, or Neighborhood Collectors are classified as Local Service Traffic Streets.
- Connections. Local Service Traffic Streets should connect neighborhoods, provide local circulation, and provide access to nearby centers, corridors, station areas, and main streets.
- Function. Local Service Traffic Streets provide local circulation for traffic, pedestrians, and bicyclists and (except in special circumstances) should provide on-street parking. In some instances where vehicle speeds and volumes are very low (for example, woonerfs and accessways), Local Service Traffic Streets may accommodate vehicles and pedestrians and bicyclists in a shared space.

Policy 6.6 Transit Classification Descriptions

Maintain a system of transit streets that supports the movement of transit vehicles for regional, interregional, interdistrict, and local trips.

Regional Transitways
Regional Transitways are intended to provide for interregional and interdistrict transit trips with frequent, high-speed, high-capacity, express, or limited service, and to connect the Central City with all regional centers.

- Land Use. Developments with a regional attraction (e.g., shopping centers, arenas) are encouraged to locate adjacent to Regional Transitways to reduce traffic impacts on adjoining areas and streets. Locate high-density development within a half-mile of transit stations on Regional Transitways, with the highest densities closest to the stations.
- Access to Transit. Transit stations should be designed to accommodate a high level of multimodal access within a half-mile radius of the station. Use feeder bus service to access Regional Transit stations. Use park-and-ride facilities to access Regional Transit stations only at ends of Regional Transitways or where adequate feeder bus service is not feasible.
- Improvements. Use transit-preferential treatments to facilitate light rail and bus operations. Consider the use of access management measures to reduce conflicts between transit vehicles and other vehicles. Where compatible with adjacent land uses, right-of-way acquisition or parking removal may occur to accommodate transit-preferred measures and improve access to transit.
- Transfer Points. Provide safe and convenient transfer points with covered waiting areas with transit route information, benches, trash receptacles, enhanced signing, lighting, and telephones.
- Bus Stops. Buses providing local service along Regional Transitways should have more frequent stop spacing, similar to stop spacing along Major Transit Priority Streets.
- Dual Classification. A street with a dual Regional Transitway and Major Transit Priority Street classification should retain the operational characteristics of a Major Transit Priority Street and respond to adjacent land uses.
- Connections. A ramp that connects to a Regional Transitway is classified as a Regional Transitway up to its intersection with a lower-classified street.

Major Transit Priority Streets
Major Transit Priority Streets are intended to provide for high-quality transit service that connects the Central City and other regional and town centers and main streets.

- Land Use. Transit-oriented land uses should be encouraged to locate along Major Transit Priority Streets, especially in centers. Discourage auto-oriented development from locating on a Major Transit Priority Street, except where the street is outside the Central City, regional or town center, station community, or main street and is also classified as a Major City Traffic Street. Support land use densities that vary directly with the existing and planned capacity of transit service.
- Access to Transit. Provide safe and convenient access for pedestrians and bicyclists to, across, and along Major Transit Priority Streets.
- Improvements. Employ transit-preferential measures, such as signal priority and bypass lanes. Where compatible with adjacent land use designations, right-of-way acquisition or parking removal may occur to accommodate transit-preferential measures or improve access to transit. The use of access management should be considered where needed to reduce conflicts between transit vehicles and other vehicles.
- Transfer Points. Provide safe and convenient transfer points with covered waiting areas, transit route information, benches, trash receptacles, enhanced signing, lighting, and telephones. Limited transit service should stop at transfer points and activity centers along Major Transit Priority Streets.
- Dual Classification. Streets with dual Regional Transitway and Major Transit Priority Street classifications should retain the operational characteristics of Major Transit Priority Streets, and development should orient to the street.
- Bus Stops. Locate bus stops to provide convenient access to neighborhoods and commercial centers. Stops should be located relatively close together in high-density and medium-density areas, including regional and town centers and along most main streets, and relatively farther apart in lower-density areas. Passenger amenities should include shelters and route information.

Transit Access Streets
Transit Access Streets are intended for district-oriented transit service serving main streets, neighborhoods, and commercial, industrial, and employment areas.

- Land Use. Encourage pedestrian-oriented development in commercial and mixed-use areas along Transit Access Streets.
- Access to Transit. Provide safe and convenient pedestrian and bicycle access to transfer points and stops and along Transit Access Streets.
- Transfer Points. Provide bus shelters, safe and convenient pedestrian crossings, and transit information at transfer points.
- Improvements. Employ transit-preferential measures at specific intersections to facilitate bus operations where there are significant bus delays. Applicable preferential treatments include signal priority, queue jump lanes, and curb extensions.
- Bus Stops. Locate stops closer together in neighborhood commercial areas and somewhat farther apart in other areas along Transit Access Streets. Passenger amenities, including covered waiting areas, are appropriate along Transit Access Streets.

Local Service Transit Streets
Local Service Transit Streets are intended to provide transit service to nearby residents and adjacent commercial areas.

- Land Use. Transit operations on Local Service Transit Streets should give preference to access for individual properties and to the specific needs of property owners and residents along the street.
- Classification. Streets not classified as Regional Transitways, Major Transit Priority Streets, Transit Access Streets, or Community Transit Streets are classified as Local Service Transit Streets.
- Function. Local Service Transit Streets may be used for paratransit service, end loops for regularly scheduled routes, and may carry school buses.
- Bus Stops. Locate stops along Local Service Transit Streets based on Tri-Met service standards.

Policy 6.7 Bicycle Classification Descriptions

Maintain a system of bikeways to serve all bicycle users and all types of bicycle trips.

City Bikeways

City Bikeways are intended to serve the Central City, regional and town centers, station communities, and other employment, commercial, institutional, and recreational destinations.

- Land Use. Auto-oriented land uses should be discouraged from locating on City Bikeways that are not also classified as Major City Traffic Streets.
- Design. Consider the following factors in determining the appropriate design treatment for City Bikeways: traffic volume, speed of motor vehicles, and street width. Minimize conflicts where City Bikeways cross other streets.
- Improvements. Consider the following possible design treatments for City Bikeways: bicycle lanes, wider travel lanes, wide shoulders on partially improved roadways, bicycle boulevards, and signage for local street connections.
- On-Street Parking. On-street motor vehicle parking may be removed on City Bikeways to provide bicycle lanes, except where parking is determined to be essential to serve adjacent land uses, and feasible options are not available to provide the parking on-site.
- Bicycle Parking. Destinations along City Bikeways should have long-term and/or short-term bicycle parking to meet the needs of bicyclists.
- Traffic Calming. When bicycle lanes are not feasible, traffic calming, bicycle boulevards, or similar techniques will be considered to allow bicyclists to share travel lanes safely with motorized traffic.

Local Service Bikeways

Local Service Bikeways are intended to serve local circulation needs for bicyclists and provide access to adjacent properties.

- Classification. All streets not classified as City Bikeways or Off-Street Paths, with the exception of Regional Trafficways not also classified as Major City Traffic Streets, are classified as Local Service Bikeways.
- Improvements. Consider the following design treatments for Local Service Bikeways: shared roadways, traffic calming, bicycle lanes, and extra-wide curb lanes. Crossings of Local Service Bikeways with other rights-of-way should minimize conflicts.
- On-Street Parking. On-street parking on Local Service Bikeways should not be removed to provide bicycle lanes.
- Operation. Treatment of Local Service Bikeways should not have a side effect of creating, accommodating, or encouraging automobile through-traffic.

Policy 6.8 Pedestrian Classification Descriptions

Maintain a system of pedestrianways to serve all types of pedestrian trips, particularly those with a transportation function.

Pedestrian Districts
Pedestrian Districts are intended to give priority to pedestrian access in areas where high levels of pedestrian activity exist or are planned, including the Central City, Gateway Regional Center, town centers, and station communities.

- Land Use. Zoning should allow a transit-supportive density of residential and commercial uses that support lively and intensive pedestrian activity. Auto-oriented development should be discouraged in Pedestrian Districts. Institutional campuses that generate high levels of pedestrian activity may be included in Pedestrian Districts. Exceptions to the density and zoning criteria may be appropriate in some designated historic districts with a strong pedestrian orientation.
- Streets within a District. Make walking the mode of choice for all trips within a Pedestrian District. All streets within a Pedestrian District are equal in importance in serving pedestrian trips and should have sidewalks on both sides.
- Characteristics. The size and configuration of a Pedestrian District should be consistent with the scale of walking trips. A Pedestrian District includes both sides of the streets along its boundaries, except where the abutting street is classified as a Regional Trafficway. In these instances, the land up to the Regional Trafficway is considered part of the Pedestrian District, but the Regional Trafficway itself is not.
- Access to Transit. A Pedestrian District should have, or be planned to have, frequent transit service and convenient access to transit stops.
- Improvements. Use the Pedestrian Design Guide to design streets within Pedestrian Districts. Improvements may include widened sidewalks, curb extensions, street lighting, street trees, and signage. Where two arterials cross, design treatments such as curb extensions, median pedestrian refuges, marked crosswalks, and traffic signals should be considered to minimize the crossing distance, direct pedestrians across the safest route, and provide safe gaps in the traffic stream.

City Walkways
City Walkways are intended to provide safe, convenient, and attractive pedestrian access to activities along major streets and to recreation and institutions; provide connections between neighborhoods; and provide access to transit.

- Land Use. City Walkways should serve areas with dense zoning, commercial areas, and major destinations. Where auto-oriented land uses are allowed on City Walkways, site development standards should address the needs of pedestrians for access.
- Improvements. Use the Pedestrian Design Guide to design City Walkways. Consider special design treatment for City Walkways that are also designated as Regional or Community Main Streets.

Local Service Walkways
Local Service Walkways are intended to serve local circulation needs for pedestrians and provide safe and convenient access to local destinations, including safe routes to schools.

- Land Use. Local Service Walkways are usually located in residential, commercial, or industrial areas on Local Service Traffic Streets.
- Classification. All streets not classified as City Walkways or Off-Street Paths, with the exception of Regional Trafficways not also classified as Major City Traffic Streets, are classified as Local Service Walkways.

- Improvements. Use the Pedestrian Design Guide to design Local Service Walkways.

Policy 6.9 Freight Classification Descriptions

Designate a system of truck streets, railroad lines, and intermodal freight facilities that support local, national, and international distribution of goods and services.
Note: The Freight Classifications were updated in the Freight Master Plan and will be incorporated into the 2007 TSP which will be effective April 2007.

Truck Access Streets
Truck Access Streets are intended to serve as access and circulation routes for delivery of goods and services to neighborhood-serving commercial and employment uses.

- Land Use. Support locating commercial land uses that generate lower volumes of truck trips on Truck Access Streets.
- Function. Truck Access Streets should provide access and circulation to land uses within a Transportation District. Non-local truck trips are discouraged from using Truck Access Streets.
- Connections. Truck Access Streets should distribute truck trips from Major Truck Streets to neighborhood-serving destinations.
- Design. Truck Access Streets to accommodate truck needs in balance with other modal needs of the street.

Local Service Truck Streets
Local Service Truck Streets are intended to serve local truck circulation and access.

- Land Use. Service Truck Streets provide for goods and service delivery to individual commercial, employment, and residential locations outside of Freight Districts.
- Function. Local Service Truck Streets should provide local truck access and circulation only.
- Connections. All streets, outside of Freight Districts, not classified as Regional Truckways, Priority Truck Streets, Major Truck Streets, or Truck Access Streets are classified as Local Service Truck Streets. Local Service Truck Streets with a higher Traffic classification are the preferred routes for local access and circulation.
- Design. Local Service Truck Streets should give preference to accessing individual properties and the specific needs of property owners and residents along the street. Use of restrictive signage and operational accommodation are appropriate for Local Service Truck Streets.

Policy 6.10 Emergency Response Classification Descriptions

Emergency Response Streets are intended to provide a network of streets to facilitate prompt emergency response.

Major Emergency Response Streets
Major Emergency Response Streets are intended to serve primarily the longer, most direct legs of emergency response trips.

- Improvements. Design treatments on Major Emergency Response Streets should enhance mobility for emergency response vehicles by employing preferential or priority treatments.

- Traffic Slowing. Major Emergency Response Routes are not eligible for traffic slowing devices in the future. Existing traffic-slowing devices may remain and be replaced if necessary.

Minor Emergency Response Streets
Minor Emergency Response Streets are intended to serve primarily the shorter legs of emergency response trips.

- Classification. All streets not classified as Major Emergency Response Streets are classified as Minor Emergency Response Streets.
- Improvements. Design and operate Minor Emergency Response Streets to allow access to individual properties by emergency response vehicles, but maintain livability on the street.
- Traffic Slowing. Minor Emergency Response Streets are eligible for traffic-slowing devices.

Policy 6.11 Street Design Classification Descriptions

Street Design Classification Descriptions identify the preferred modal emphasis and design treatments for regionally significant streets and special design treatments for locally significant streets.

Regional Main Streets
Regional Main Streets are designed to accommodate motor vehicle traffic, with features that facilitate public transportation, bicycles, and pedestrians.

- Land Use. Regional Main Streets are located within the Central City, Gateway Regional Center, station communities, and town centers, and along some main streets that have relatively high traffic volumes. Development consists of a mix of uses that are oriented to the street.
- Lanes. Regional Main Streets usually include four vehicle lanes, with additional lanes, such as turn lanes, or one-way couplets in some situations.
- Design Elements. Regional Main Street design shall consider the following: low to moderate vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossings where wide streets make crossing difficult; combined driveways; on-street parking where possible; wide sidewalks with pedestrian amenities such as benches, awnings and special lighting; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at all intersections and mid-block crossings where intersection spacing exceeds 400 feet; striped bikeways or wide outside lane; and vehicle lane widths that consider the above improvements.
- Design Treatment. During improvement projects, the preservation of existing vegetation, topography, vistas and viewpoints, driver perception, street lighting, and sight distance requirements should be considered.
- Utilities. Consider undergrounding or reducing the visual impact of overhead utilities along Regional Main Streets.

Note: Regional Main Street is equivalent to Metro's Regional Boulevard classification. Within Portland, these street segments are mapped based on existing zoning and map designations, the outcome of studies, and where logical transitions to Regional Corridors can occur.

Community Main Streets

Community Main Streets are designed to accommodate motor vehicle traffic, with special features to facilitate public transportation, bicycles, and pedestrians.

- Land Use. Community Main Streets are located within the Central City, Gateway regional center, station communities, and town centers, and along most main streets. Development consists of a mix of uses oriented to the street.
- Lanes. Community Main Streets may include up to four lanes, with on-street parking. Fewer than four vehicle lanes are typically appropriate in Community Main Streets designs, particularly to allow on-street parking.
- Design Elements. Community Main Street design shall consider the following: low vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossings where wide streets make crossing difficult; combined driveways; on-street parking where possible; wide sidewalks with pedestrian amenities such as benches, awnings, and special lighting; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at all intersections and mid-block crossings where intersection spacing exceeds 400 feet; striped bikeways or wide outside lane; and vehicle lane widths that consider the above improvements.
- Design Treatment. During improvement projects, the preservation of existing vegetation, topography, vistas and viewpoints, driver perception, street lighting, and sight distance requirements should be considered.
- Utilities. Consider undergrounding or reducing the visual impact of overhead utilities along Community Main Streets.

Community Corridors

Community Corridors are designed to include special amenities to balance motor vehicle traffic with public transportation, bicycle travel, and pedestrian travel.

- Land Use. Community Corridors are located along transit corridors and between segments of Community Main Streets. Commercial and multifamily development should be oriented to the street where the street also has a transit designation.
- Lanes. Community Corridors typically have two travel lanes, usually with on-street parking.
- Design Elements. Community Corridor design shall consider the need for the following: moderate vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossing and to manage motor vehicle access; combined driveways; on-street parking; buffered sidewalks with pedestrian amenities such as special lighting and special crossing amenities tied to major transit stops; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at intersections; striped bikeways or wide outside lanes; and usually narrower motor vehicle lane widths than Regional Corridors.

Urban Roads

Urban Roads are designed to carry significant motor vehicle traffic while providing for some public transportation, bicycle travel, and pedestrian travel.

- Land Use. Urban Roads typically serve industrial areas and freight intermodal sites, with a significant percentage of trips being made by trucks. Where Urban Throughways pass through residential or local commercial areas, an Urban Road designation may be appropriate.
- Number of Lanes. Urban Roads typically includes four vehicle lanes, with additional lanes in some situations.

- Design. Urban Roads design shall consider the following: moderate vehicle speeds; few driveways; sidewalks; improved pedestrian crossings at major intersections; striped bikeways; center medians that manage access and control left-turn movements; and other design treatments that improve freight mobility, including motor vehicle lane widths that consider the above improvements.

Local Streets
Local Streets are designed to complement planned land uses and reduce dependence on arterials for local circulation.

- Land Use. Local Streets are multimodal, but are not intended for trucks (other than local deliveries) in residential areas. Local Streets are important for local circulation of trucks in commercial and industrial areas.
- Classification. All streets not classified as Urban Throughways, Regional and Community Main Streets, Regional and Community Corridors, Urban Roads, and Greenscape Streets are classified as Local Streets for street design.

Transportation Districts Policies

Policy 6.34 North Transportation District
Reinforce neighborhood livability and commercial activity by planning and investing in a multimodal transportation network, relieving traffic congestion through measures that reduce transportation demand, and routing non-local and industrial traffic along the edges of residential areas.

Objectives:

A. Improve truck and freight movement in North Portland through changes to the street system, street classifications, and signing to enhance the economic vitality of the area and minimize impacts on residential, commercial, and recreational areas.

B. Support efficient functioning of the N Marine Drive/ N Lombard (west of N Philadelphia)/N Columbia Boulevard loop as the truck and commuter access to the Rivergate industrial area and adjacent industrial areas.

C. Direct industrial traffic onto N Columbia Boulevard, while allowing limited access from residential neighborhoods and mitigating for unacceptable traffic impacts.

D. Implement the Phase 1 and Phase 2 improvements recommended in the I-5 Delta Park Environmental Assessment.
Note: City Council adopted the recommendations of the I-5 Delta Park Hearings Panel for the Locally Preferred Alternative for this project as identified in the Environmental Assessment document prepared by the Oregon Department of Transportation.

E. Work with the Federal Highway Commission and ODOT to remove the US 30 Bypass designation from Philadelphia and Lombard, west of Martin Luther King, Jr. Boulevard, and relocate it to more appropriate streets to minimize impacts on the St Johns Town Center and the Lombard Main Street.

F. Support improvements to transit service that will link North Portland to areas outside the downtown, specifically to the Rose Quarter Transit Center and industrial areas within and outside the district.

G. Encourage transit coverage and frequency improvements, as well as bus stop improvements, within the district and within commercial and employment centers, including Portland International Raceway, Swan Island, and Rivergate.

H. Develop light rail transit on North Interstate and to the Exposition Center; place stations at major arterials where good feeder bus service can be provided; capitalize on redevelopment opportunities that support light rail; and mitigate potential negative impacts of diversion of automobile traffic onto nearby Neighborhood Collectors and Local Service Traffic Streets.

I. Preserve the planned functions of Willamette Boulevard by evaluating and implementing transportation measures along N Lombard east of N St. Louis to improve Lombard's function as a District Collector and main street.

J. Improve pedestrian and bicycle access within the St. Johns Town Center and from nearby destinations, including Pier Park, the Columbia Slough, and Smith and Bybee Lakes.

K. Develop additional east/west and north/south bicycle routes to serve commuter and recreational bicyclists and provide connections to Northeast Portland bikeways.

L. Complete the sidewalk system in North Portland, including enhanced pedestrian crossings on streets with high volumes of vehicle traffic.

M. Consider extension of the Willamette Greenway Trail south from its current designation that ends at Edgewater and connecting to the trail on Swan Island, following the outcome of a feasibility study.

N. Explore opportunities for additional street connections over the railroad cut and between the Willamette River and nearby residential areas.

O. Improve parking management within the St. Johns Town Center and at Portland International Raceway.

P. Encourage the use of Columbia Boulevard as the primary route for over-dimensional truckloads while ensuring the role of N Lombard (west of Martin Luther King, Jr. Boulevard) as an interim route until such time as improvements are completed that allow North Columbia to accommodate all types of over-dimensional truckloads.

8. Public Facilities and Services

This chapter provides information on the types of infrastructure, community facilities and services provided within a quarter (1/4) mile of Interstate Max light rail transit facilities. It includes a description of parks, water systems, wastewater and storm water systems, police, fire/emergency services, public schools, and social services.

Open Space and Park Facilities

There are two developed parks within approximately one quarter-mile of the Interstate Max light rail transit facilities. The total area of these parks is 13.3 acres, with a range between 1.26 and 12 acres. All of the parks listed below are maintained by the Portland Bureau of Parks and Recreation.

Overlook Park

North Fremont St. & Interstate Ave

Photos Courtesy of Portland Parks & Recreation

Acreage: 12.12
Acquired in 1930

Amenities

Baseball fields, basketball court, disabled access picnic area, disabled access restrooms, dog off-leash area, paved and unpaved paths, reservable picnic site, picnic tables, playground, soccer field, softball field, track, volleyball court, and wading pool or water play feature.

Patton Square Park
North Emerson Ave & Interstate Ave

Photos Courtesy of Portland Parks & Recreation

Acreage: 1.26
Acquired in 1960

Amenities
Playground

Patton Square Park is a small 1.26-acre park nestled next to the Interstate Firehouse Cultural Center (IFCC). Currently its offerings are somewhat limited – consisting primarily of a small playground and a variety of large old trees. In an effort to better utilize park open space, Portland Parks & Recreation is partnering with the Portland Development Commission and the Overlook Neighborhood Association to best direct Urban Renewal resources.

Patton Square Park Capital Improvements

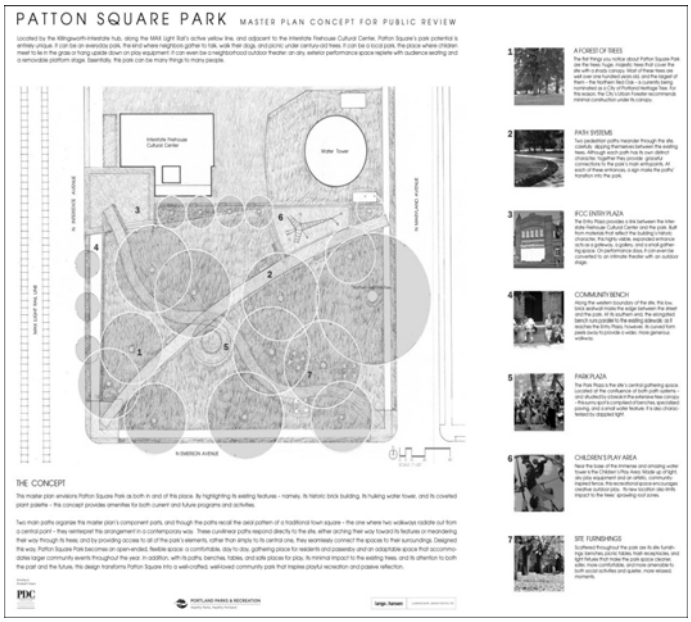


Diagram Courtesy of Portland Parks & Recreation

The park improvements and planning effort are being funded through the Portland Development Commission's Interstate Corridor Urban Renewal Area (ICURA).

Project Schedule
June-Sept. 2005
Master Plan Development

Sept. 2005- Feb. 2006 Design Development

Feb. 2006 – Feb. 2007 Construction Drawings

Spring 2007
Construction Bidding

July – Nov. 2007
Construction Underway

Community Gardens

The Bureau of Parks and Recreation has been running the community gardening program since 1975. These gardens create additional open space within neighborhoods and provide residents with the opportunity to create and maintain their own gardens. Beach community garden is located at the junction of N. Campbell Ave and Going Ct. Space is open to neighborhood residents through sign-up and registration with the Bureau of Parks and Recreation.

Beach Community Garden

N Campbell Ave & Going Ct

Photo Courtesy of Portland Parks & Recreation

Acreage: 0.41
Acquired in 2003

Amenities
Community Garden

Water

The City of Portland Bureau of Water Works provides drinking water within the plan area. The water infrastructure in the study area is a well developed portion of Portland's system.

Sources, Storage & Distribution

The Bull Run reservoirs are the main sources of water. Selected for its excellent water purity, natural lake, and enough elevation to allow gravity feed to the Portland area, the water system began service in the late 1800s. In the mid-1980s, the City developed a system of groundwater wells located in the Columbia South Shore area to serve as a secondary source of water. Well water is usually blended with Bull Run water before it is distributed to customers, minimizing variability in water quality. Water mains are located under almost every right-of-way in the study area.

Photo courtesy of the Portland Water Bureau

Capital Improvements

The Water Bureau is proposing to scale back the size of the five-year Capital Improvement Program (CIP) to focus efforts on the growing concerns about the condition of the aging infrastructure and to better address the non-capital operations and maintenance needs. The Bureau of Water Works 2006 capital improvement program does not identify significant maintenance and expansion projects for the plan area through the year 2011.

Stormwater and Wastewater

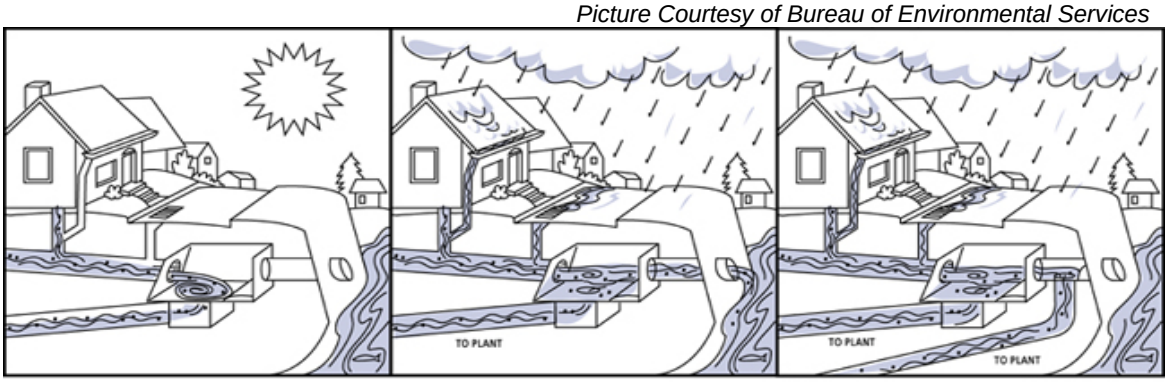
Portland's Bureau of Environmental Services (BES) provides stormwater and wastewater collection and disposal services within the Interstate Corridor. Wastewater and stormwater runoff generated in the study area are fed into a combined sewer system and conveyed to the Columbia Wastewater Treatment Plant.

Capital Improvement Projects The Bureau of Environmental Services currently has no large capital projects within the Interstate corridor study area. However there are ongoing efforts, such as the downspout disconnection program, green street programs, and stewardship grant project sites that could end up in the study area. The Bureau of Environmental Services is currently constructing a small green street project at North Willamette Blvd and North Denver.

Combined Sewer Overflow Control

The main objective of the combined sewer overflow (CSO) program is ultimately to reduce sewer overflows to the Willamette River by ninety-four percent and to the Columbia Slough by ninety-nine percent. During the last ten years, annual CSO volume has decreased by fifty-three percent, from six billion gallons a year to less than three billion gallons a year. This has significantly reduced the amount of bacteria, metals, chemicals and other pollutants in the slough and river.

Picture Courtesy of Bureau of Environmental Services



Combined Sewer Overflows (CSOs) During CSOs, which occur nearly every time it rains, stormwater quickly fills the combined sewers, pipes that carry both sanitary sewage and runoff from streets, parking lots, and rooftops. Sewers overflow, sending untreated sewage and other pollutants carried in stormwater into the Willamette River.

New pipes capture most of the stormwater sewage mix sending it to the Columbia Boulevard Wastewater Treatment Plant.

Police

The Portland Bureau of police provides a number of basic services for the Interstate corridor. These services include neighborhood policing, investigative services, and crime interdiction services (drug, vise, and gang enforcement).

The North Precinct is the branch responsible for the Interstate corridor study area. The North Precinct is located at the following address:

7214 N. Philadelphia St.
Portland, OR 97203
503-823-2120

Image Courtesy of the Portland Police Bureau

Crime Statistics

The following tables and figures contain statistics on reported crimes for five Interstate Max light rail station study areas and surrounding neighborhoods. The tables provide a comparison of reported crime activity over a period of 12-months. Note that crime statistics are based on reported crimes, which means a report was filed on a crime incident. Higher crime statistics do not necessarily indicate that more crime is occurring, only that more crimes are being reported. The following crime statistics identified for each of the five light rail station study areas *do not* include all crime classifications and reports by the Portland Police Bureau. Only the most significant crime statistics are featured in this report. Please check the Portland Police Bureau's website for periodic updates and for a more detailed crime statistic listing.

Description of Part I Crimes

Arson - Any willful burning or attempt to burn a building, motor vehicle, aircraft, or personal property of another.

Assault - An attack by one person upon another for the purpose of inflicting severe injury. This type of assault usually is accompanied by the use of a weapon or by means likely to produce death or injury.

Burglary - The unlawful entry of a structure (both residential and non-residential) with intent to commit a theft.

Description of Part I Crimes (Cont)

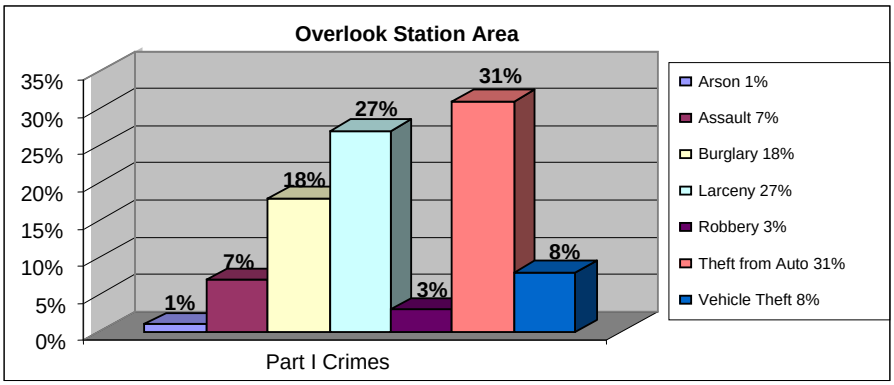
Larceny - The unlawful taking of property from the possession of another; includes pickpocket, purse snatch, shoplift, and bike theft.

Robbery - The taking or attempting to take anything of value from a person or persons by force or threat of force.

Theft from Auto - The unlawful taking of motor vehicle contents or parts. Note: Theft from Auto (Car Prowl) is a Larceny. It has been separated from the Larceny category to more easily identify where these crimes occur.

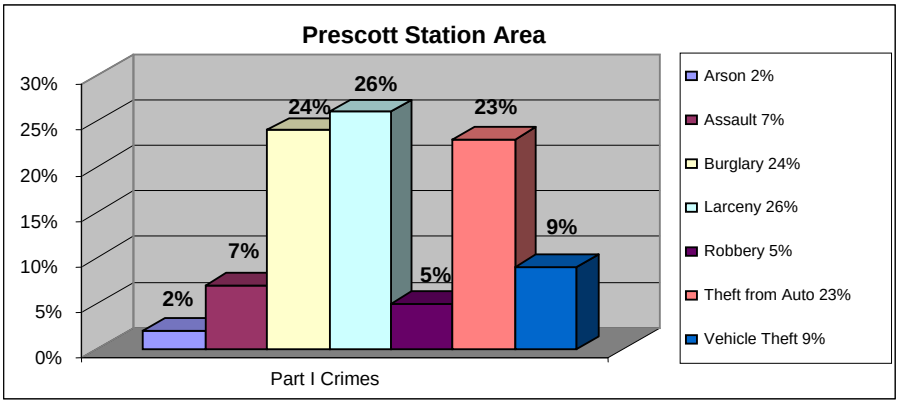
Vehicle Theft - The theft or attempted theft of a motor vehicle; includes motorcycles.

Some of the more significant Part I crimes within the Overlook study area are burglary, larceny, and theft from autos. The number of robberies near the Overlook study area is tracking a few percentage points below the Interstate corridor average.



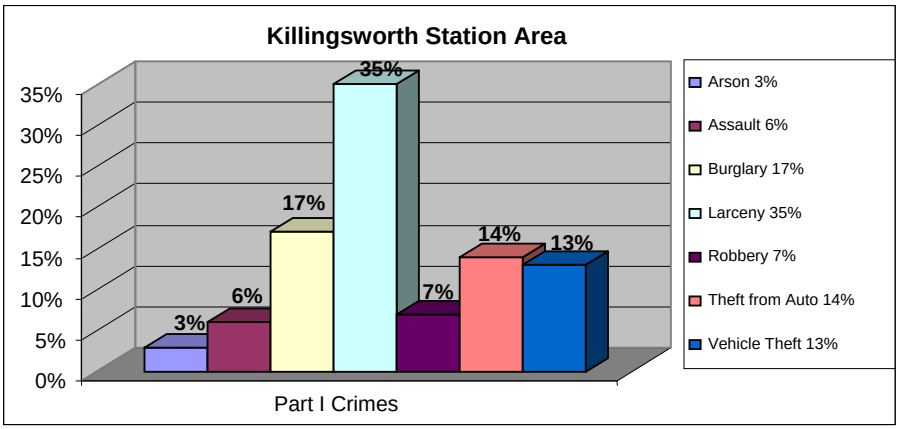
Data Courtesy of Crime Mapper

Notable Part I crimes within the Prescott study area are burglary, larceny, and theft from autos. The percent of arson, assault, and vehicle theft reports within the Prescott study area are following similar trends found throughout the Interstate corridor.



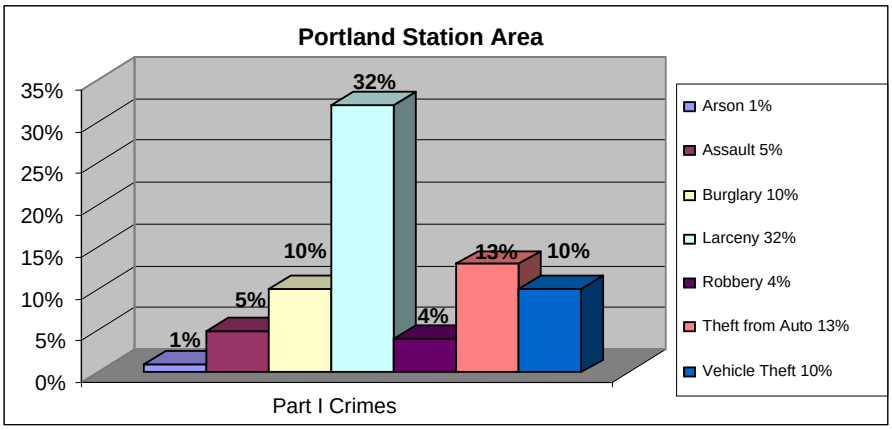
Data Courtesy of Crime Mapper

The high percentage of larceny reports for the Killingsworth study area is a notable crime statistic. The number of robbery incidents is tracking a few percentage points higher for the Killingsworth study area relative to the Interstate corridor. The Killingsworth study area witnessed a significant drop in the number of thefts from autos, relative to the Overlook and Prescott study.



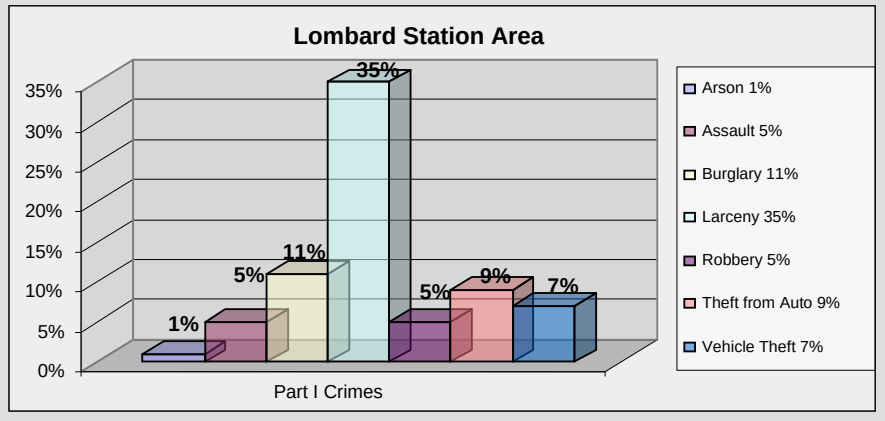
Data Courtesy of Crime Mapper

Larceny, burglary, theft from autos, and vehicle theft are significant crime statistics for the Portland study area. Reports of arson and robbery for this study area are less significance relative to the Interstate corridor.



Data Courtesy of Crime Mapper

The high percentage of larceny incidents near the Lombard study area stands out as a major concern for this area of the Interstate corridor. Burglary, theft from autos, and vehicle thefts are still observed, but are less significant relative to overall crime reporting.



Data Courtesy of Crime Mapper

Description of Part II Crimes

Drug Laws- Offenses relating to the unlawful possession, sale, use, growing, and manufacturing of illegal drugs.

Fraud - Fraudulent conversion and obtaining money or property by false pretenses. Includes identity theft, confidence games and bad checks, except forgeries and counterfeiting.

Simple Assault - Assaults and attempted assaults where no weapons are used and which do not result in serious or aggravated injury to the victim.

Description of Part II Crimes (Cont)

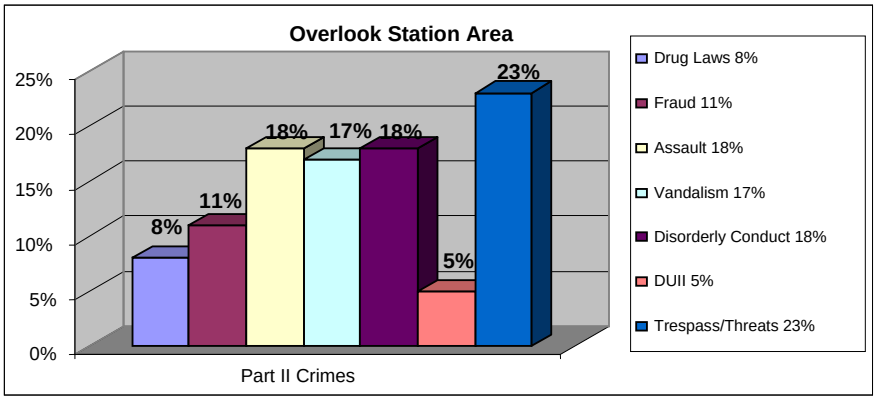
Vandalism - Willful or malicious destruction, injury, disfigurement, or defacement of any public or private property, real or personal, without consent of the owner or persons having custody or control. Attempts are included.

Disorderly Conduct - Breach of the peace.

DUII - Driving or operating any vehicle while drunk or under the influence of liquor or drugs.

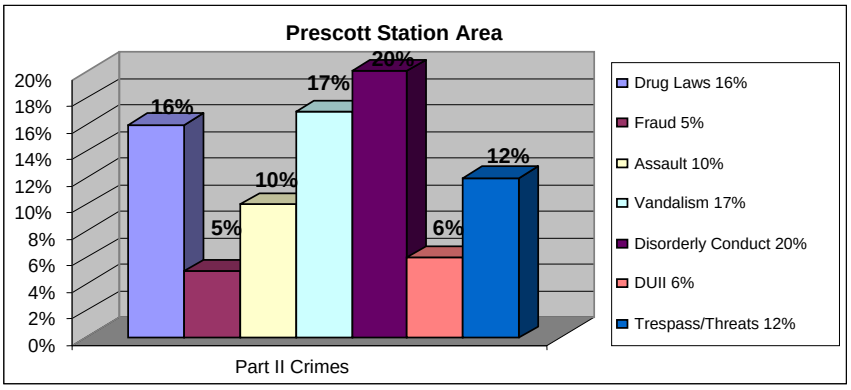
Trespass/Threats/etc. - Includes trespass, blackmail, extortion, bomb threats, stalking, threats/intimidation - including phone threats, shooting in prohibited areas, animal ordinances, and unspecified offenses.

The most significant Part II crimes within the Overlook study area are fraud and trespass at 11% and 23% respectively. Fraud and trespassing crime statistics for the Overlook study area are of the highest reporting percentage for the Interstate corridor. Relative to the Interstate corridor, drug laws are of less significance for the Overlook study area with an 8% reporting figure.



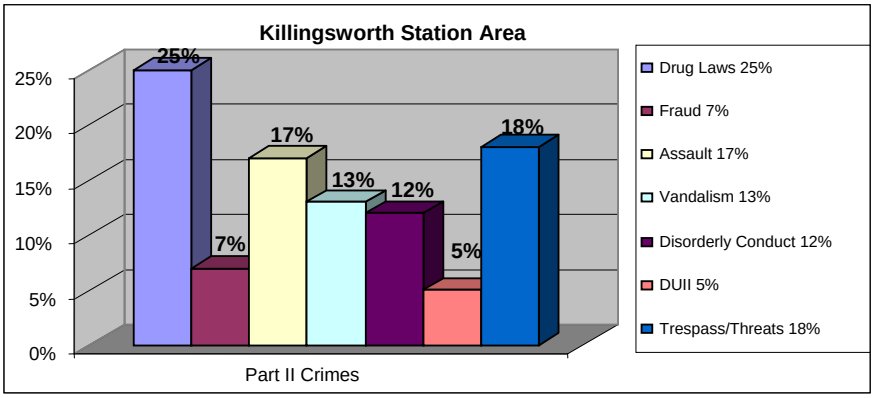
Data Courtesy of Crime Mapper

Disorderly conduct is one of the most significant crime statistics for the Prescott study area. Disorderly conduct within the Prescott study area, with a 20% Part II reporting percentage, is one of the highest for the Interstate corridor. The total number of assaults reported to the Portland Police Bureau is very low at a 10% reporting level for all Part II crimes.



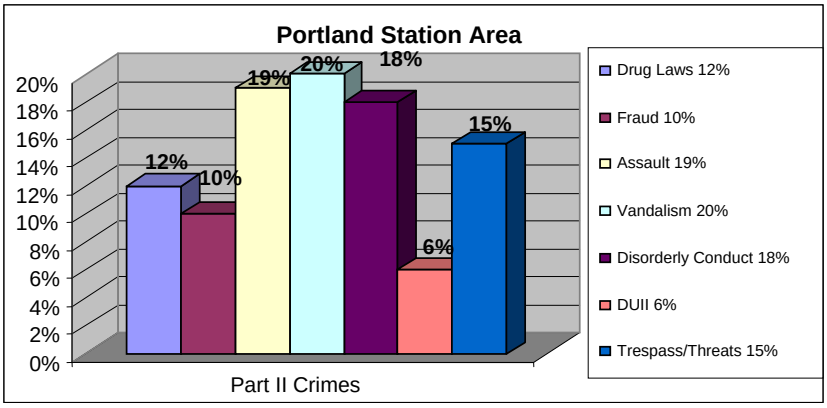
Data Courtesy of Crime Mapper

Drug Laws, with a reporting figure of 25% is of significance for the Killingsworth study area. With a reporting level of 25% of all Part II crimes, drug laws within the Killingsworth study area are observed at the highest level for the Interstate corridor. All other Part II crime reports for the Killingsworth study area follow similar trends as those reported for the Interstate corridor.



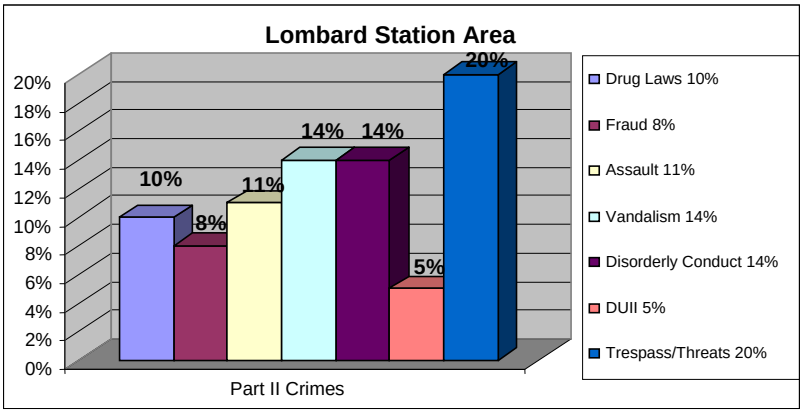
Data Courtesy of Crime Mapper

It is notable that all Part II crime statistics for the Portland study area follow trends similar to the Interstate corridor. While the number of assaults and reports of vandalism are noteworthy within the Portland study area, no single crime statistic dominates relative to those reported for the Interstate corridor.



Data Courtesy of Crime Mapper

The high percentage of trespass/threats reports for the Lombard study area is a notable crime statistic relative to the Interstate corridor. Fraud, with an 8% reporting level for all part II crimes within the Lombard study area is very low relative to Interstate corridor.



Data Courtesy of Crime Mapper

Fire, Rescue, and Emergency Services

The Portland Bureau of Fire, Rescue and Emergency Services provide a wide variety of services to the Interstate corridor study area. These services include, but are not limited to, responding to fires, medical emergencies, and hazardous material incidents.

Station Locations

Two fire stations are located within the Interstate corridor plan area:

Kenton Station #08 at 7134 North Maryland Ave, in the Kenton neighborhood.
Swan Island Station #24 at 4514 North Maryland, in the Overlook neighborhood.

Response Times

According to the Fire Bureau, the geographic location of the two stations provide for prompt response-time. The Fire Bureau does not foresee any problems in the provision of services in a more developed, populated area, as long as major transportation routes remain expedient and streets remain accessible to emergency vehicles.

Kenton Station #08

Photos Courtesy of Portland Fire Bureau

- Built 1959
- Remodel completed in July of 2004
- 5,758 Square Feet
- On-Duty Personnel Includes 1 Company Officer, 1 Paramedic Officer and 6 Firefighters
- 2,789 Total Unit Responses Fiscal Year 2005-06
- Serves the Arbor Lodge, Kenton, Piedmont and Sunderland Neighborhoods

Swan Island Station #24

Photo Courtesy of Portland Fire Bureau

- Built 1959
- 6,753 Square Feet
- On-Duty Personnel Includes 1 Battalion Chief, 1 Company Officer, 2 Firefighters and 1 Firemedic
- 1,788 Total Unit Responses Fiscal Year 2005-06
- Serves Overlook, Boise and Humboldt Neighborhoods
- Station 24 Personnel are Part of a Specialty Trained Marine Program Which Receive On-Going Training to Suppress Shipboard Fires