

Richmond Neighbors for Responsible Growth

The Richmond Community and the Division Street Corridor

We are:

- Pro-growth
- Volunteer oriented
- Community focused
- Encourage responsible, sustainable development in our neighborhood.

What we want for our community:

- Livability
- Parking
- Green space
- Architectural design



Division Green Street/Main Street Plan

Key objectives:

- Examine land use patterns in relation to existing zoning.
- Encourage **MEDIUM** density Infill:
 - Pedestrian oriented and serves as a positive contribution to neighborhood context.
 - “Takes into account contrast of scale and height in relation to existing development, privacy impacts, and compatibility with existing neighborhood character”.
- Zoning changes **do not** result in **MAJOR** changes in development density.
- Focus [Division street] as a pioneering green building and sustainable infrastructures.
- Treat the planning as a part of a coordinated community design strategy.



“Division Street is facing the perfect storm of developers taking advantage of outdated zoning codes” Charlie Hales July, 2012

Division Street 30th-50th Zoned CS/CM

Zoning on SE Division St.

Blocks 30 through 50



August 9th, 2012

City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

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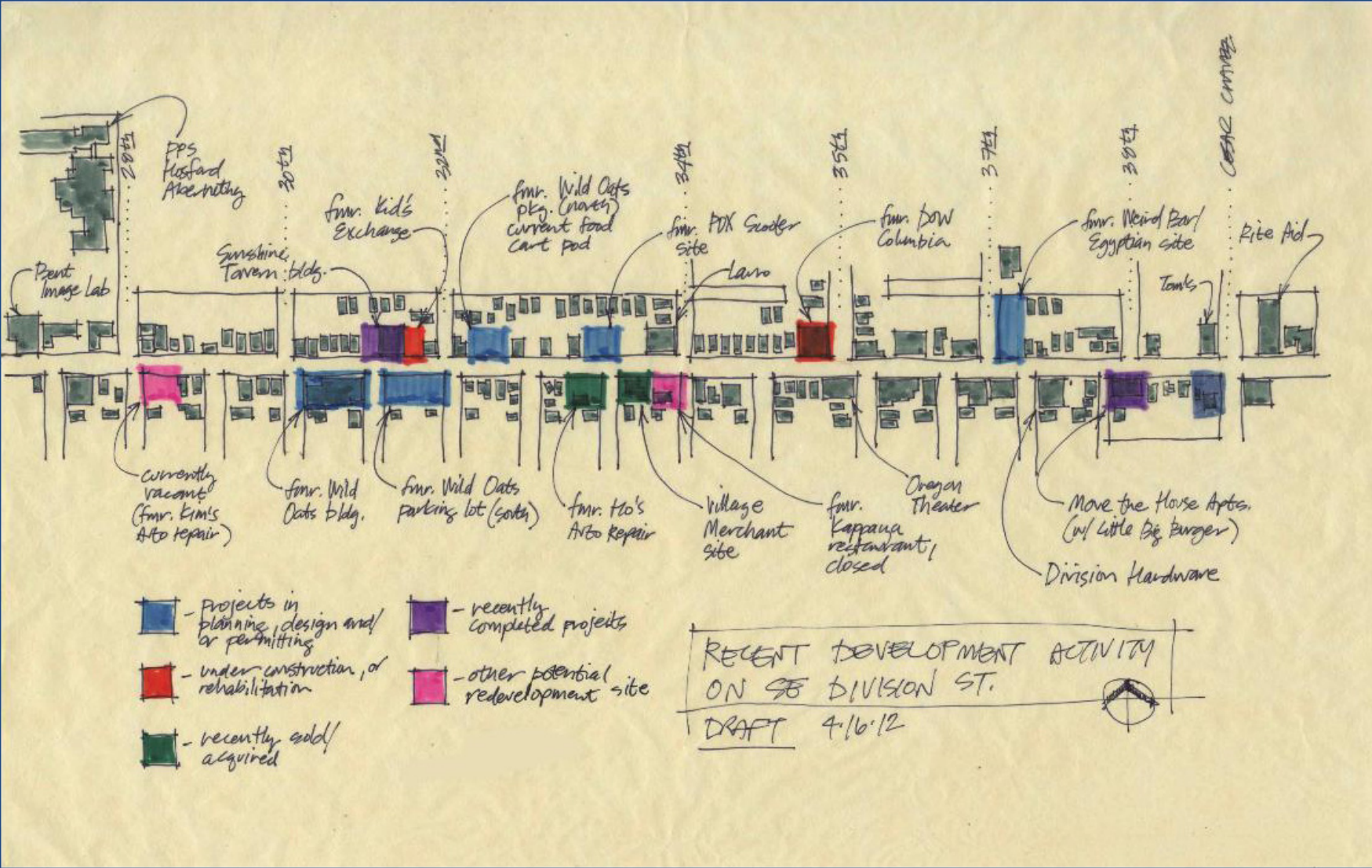
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City of Portland, Oregon
Franc Adams, Mayor • Susan Anderson, Director



Division Street 28th - 39th

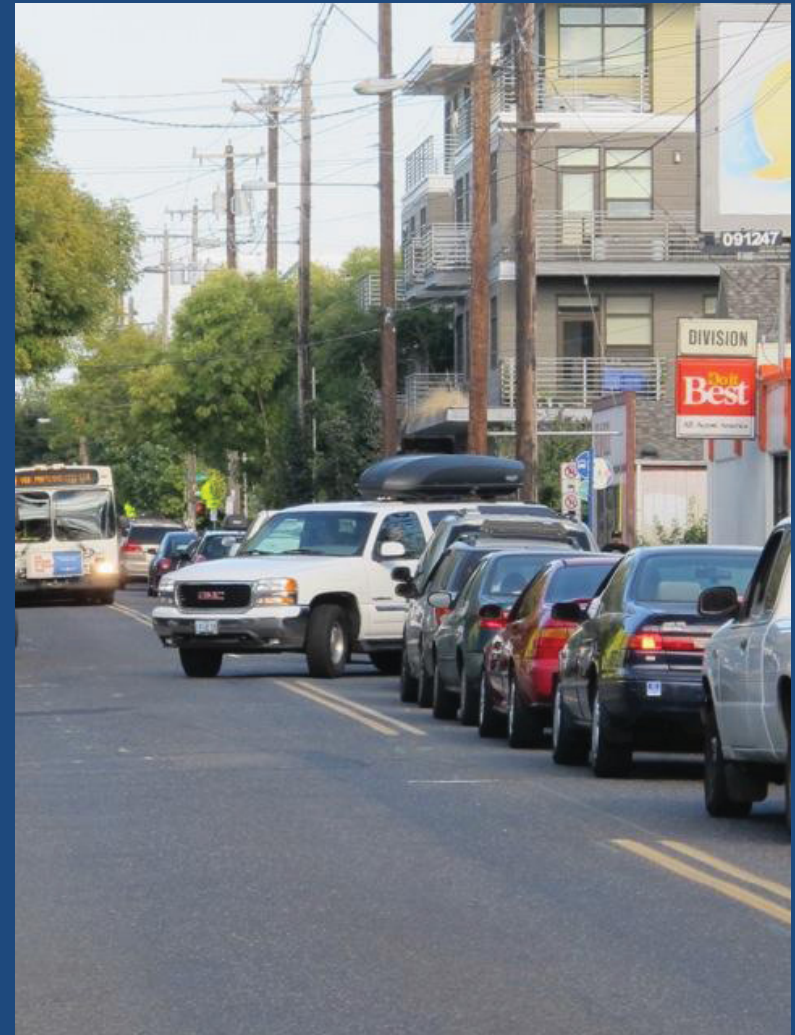
Current/Proposed Future Apartments



11 Blocks of Proposed NEW Development

Where will they all go?

- 9 new apartment buildings
- Over 450 new apartment units
- 1.92 cars per household = 864 new cars*
- Zoning requirements/codes do not account for other residential vehicles: family, visitors, Trimet Lift or people with disabilities.
- Pushing traffic off Division onto bike corridors: Clinton & Lincoln.

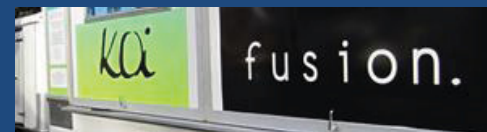


* Source: "2009 American Community Survey 1-Year Estimates,; December 2010 US Census Bureau

Division/Clinton Business Association

What they have to say...

- Division Street is known as “Restaurant Row”.
- Where will the business patrons park?



Who are these Developers?



Greenlight Development
Urban Development
Partners



Lorentz Bruun

Urban Development Group/
Dennis Sackhoff



Developers...The Devil is in the Details

Urban Development Group

Dennis Sackhoff/Wally Reemers

- Will not meet with neighborhood associations
- No concern for impact on neighborhood/businesses
- Backs up to single family homes
- No parking for residents or businesses
- No plans for sustainable building
- **“...we are not changing anything, it is all within code”!**

Greenlight Development Mark Desbrow

Urban Development Partners, LLC

- ✓ Engaged in face to face meetings with neighborhood
- ✓ Takes into account neighborhood concerns of density
- ✓ Sustainable buildings
- ✓ Allocates parking for residents and businesses
- ✓ Mixed use buildings to bring services and jobs to neighborhood

Greenlight Development



 **CAPSTONE**
Partners LLC

**GREEN
LIGHT**
DEVELOPMENT

Urban Development Group (UDG)

Corner of 37th and SE Division

- 81 unit apartment
- Backs directly into single family homes
- No parking
- No green space
- No common space for residents
- 3,000 s/f of “retail space” is on the market as one restaurant



What RNRG Has Done!

- Obtained nearly 500 signatures from concerned residents that want to alter the plans of the 37th and Division building
- Attempted to meet with UDG and Dennis Sackhoff
- Encouraged the community to participate in the Comprehensive Plan and PEG meetings
- Collaborated with neighbors and other neighborhood associations
- Meet with the developers to have an open dialogue – some more successful than others
- Filed a petition to the Land Use Board of Appeals

What Can You Do?

- Moratorium on building in the Division street corridor until zoning regulations have caught up to the pace of development.
- Changes to the zoning rules.
 - Design/Project review by community/neighborhood associations.
 - Review allocation of parking spaces per apartments for multifamily buildings.
 - Encourage/Incentivize green building and addition of green space.
 - Review proportion of building height to street width.
 - Encourage good neighborhood agreements between developers and neighborhood associations.

The Future of Our Neighborhoods

- We can either face the future of unregulated laissez faire growth on the inner East side with little to no urban planning.
- Or we can commit to a future of sustainable, community driven growth that supports and works with developers.
- We hold City Council responsible for the future of our City.



Division Green Street / Main Street Plan

February 2006 Adopted Plan

division
green street | main street project



Division Green Street/Main Street Plan

**ADOPTED BY CITY COUNCIL
FEBRUARY 15, 2006**

ORDINANCE NO. 179925
EFFECTIVE DATE: MARCH 17, 2006

FOR MORE INFORMATION, PLEASE CONTACT:

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A digital copy of this document can be found at:
www.portlandonline.com/planning

The Bureau of Planning is committed to providing equal access to information and hearings. If you need special accommodation, call the Bureau of Planning at 503-823-7700 (TTY 503-823-6868).

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The contents of this document do not necessarily reflect views or policies of the State of Oregon.



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A special thanks to People's Food Co-op and Richmond Elementary School for providing meeting spaces.

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Technical Appendix (under separate cover)

This appendix contains background information and is available for viewing, downloading, or purchase on the City’s web site, or by calling the Portland Planning Bureau at 503-823-7700.

A. Background

History of East Portland and SE Division Street; Planning and Policy Technical Memo; Multi-modal Transportation and Urban Design Analysis

B. Land Use

Existing Land Use Inventory; Land Use Alternatives Memo; Zoning Posters

C. Transportation

Traffic Glossary; Street Classifications; Mode Split Table; Transportation Alternatives Analysis; 7 Corners Roundabout Analysis

D. Public Involvement

Declaration of Cooperation – May 8, 2003; Schedule of Meetings and Events; Community Working Group – Purpose, Responsibilities, and Relationships; Neighborhood Walk Summary; Community Workshop Summaries

Division Vision Coalition

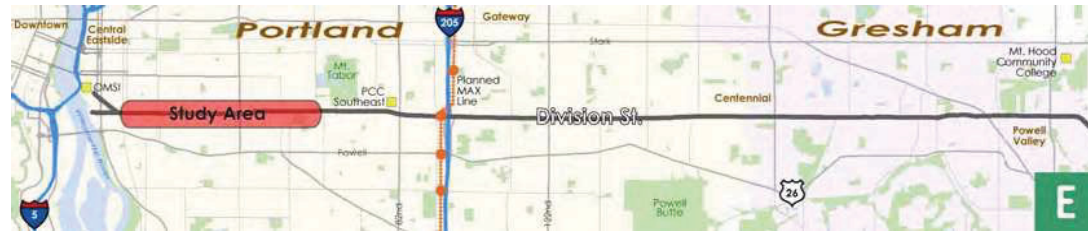
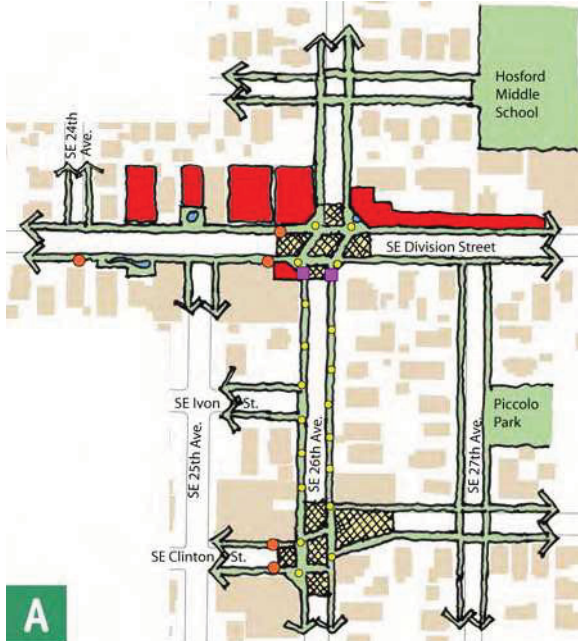
In January 2002, the Division Vision Coalition (DVC) formed in recognition of the similar goals and objectives of multiple Division stakeholders, and the overlap in activities being initiated. The coalition allows the community to better coordinate volunteer efforts, pool resources, and access funding opportunities. The Coalition brings together residents and business owners in the Richmond, HAND, Mt. Tabor, and South Tabor neighborhoods, Seven Corners Localization Initiative, and the Division Clinton Business Association. The coalition has organized the neighborhood around the idea of a sustainable urban main street and is committed to building an ecologically sound and culturally rich community.

Introduction

The Division Green Street/Main Street Project was a collaborative effort between the City of Portland and the community to improve the livability and economic vitality of the SE Division Street corridor over the next 20 years. Focusing on the area between SE 11th and SE 60th, the plan contains goals, objectives, and implementation strategies to create a pedestrian-friendly commercial district that reflects and reinforces community values, including a focus on sustainable and “green” development. Project considerations included:

- Improving access to transit
- Improving safety for pedestrians, bicyclists, and drivers
- Improving traffic signalization
- Examining alternative vehicle lane and on-street parking configurations
- Examining innovative rainwater management techniques
- Examining land use patterns in relation to existing zoning
- Proposing zoning changes consistent with project goals (zoning changes do not result in major changes in development density)
- Examining “green” building techniques

A State of Oregon Department of Transportation (ODOT) Transportation and Growth Management (TGM) grant helped to fund the project. Included in the plan are two proposed transportation alternatives and a rezoning proposal for the study area. The plan is intended to guide the Division Streetscape and Reconstruction Project, which will repave the street and build streetscape improvements on Division Street between SE 6th Avenue and SE 39th Avenue. The street repaving and construction is funded with \$2.5 million of federal transportation funds and is scheduled to begin in 2007.



Context

The project study area is SE Division from SE 11th to SE 60th Avenues. The Division Corridor is part of a much larger transportation system. Division Street begins in the central eastside industrial area and continues beyond the City of Gresham. The study area is adjacent to four neighborhood associations (HAND, Richmond, Mt. Tabor, South Tabor) and is within the Division Clinton Business Association.

- A – Urban design concepts were explored as part of the planning process.
- B – At community workshops, neighbors discussed the proposals and shared their ideas.
- C, D – Division’s eclectic mix of buildings is cherished by the community.
- E – The study area covers just a small portion of Division Street.

Purpose and Process

Division Street has been established as one of the priorities for the City of Portland in redevelopment planning. Some of the zoning along the street is not consistent with its designation as a Main Street, and many nonconforming uses exist. The street itself is in disrepair and is slated for reconstruction beginning in 2007. The Division Green Street/Main Street process offered an opportunity to redesign the streetscape to meet the goals of the community and the City.

The purpose of the Division Green Street/Main Street Plan:

- Balance the competing transportation demands for Division Street, including local and through traffic, transit, automobiles, trucks, pedestrians, and cyclists.
- Treat the planning for Division Street as part of a coordinated community design strategy.
- Cultivate areas along the street that are distinguished by their economic, social, and cultural roles in the community, design character, history, and/or location.
- Support the economic vitality of Division Street for businesses and residences.
- Promote the understanding of and use of “green” approaches to design and construction that improve the long-term environmental performance of Division Street and the uses along it.
- Improve the design quality and urban form of Division Street and the buildings and spaces that line it.

Process

The plan for Division was a collaborative effort between the City of Portland, a 17-member Community Working Group, and a 16-member Technical Advisory Group. The Community Working Group represented area neighborhood and business associations, pedestrian and bicycle advocacy groups, industrial area users, and the Division Vision Coalition. The Community Working Group met 19 times between September 2004 and January 2006, as illustrated in the work plan on page 5. The Technical Advisory Group met 8 times between September 2004 and August 2005. This group represented various City bureaus, TriMet, Metro, the neighborhood coalition, and community development organizations.

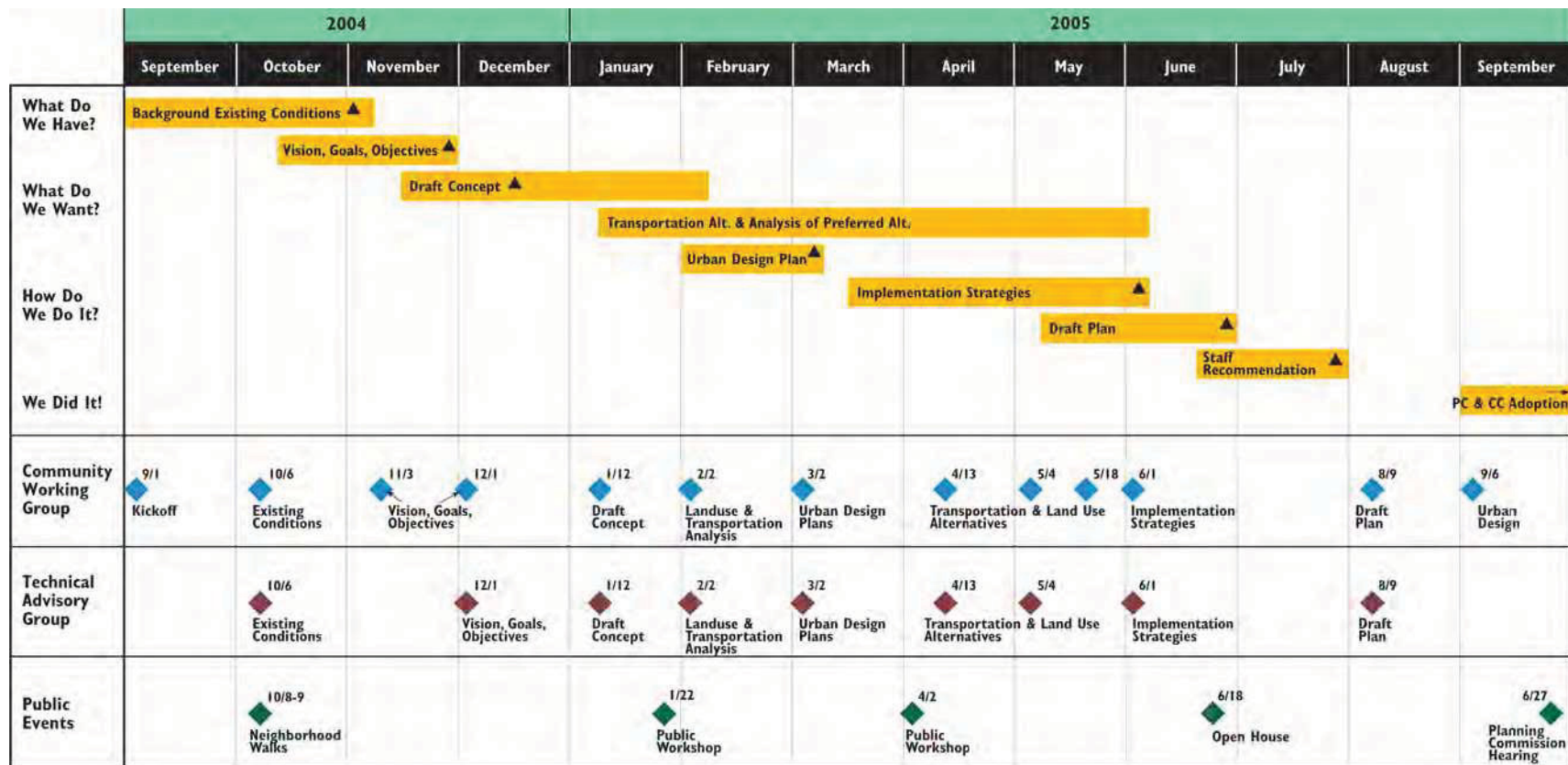
In addition to the regular meetings of the two groups, three community workshops were conducted at critical phases of the process. A January workshop was conducted to get feedback on the project goals and the draft concept. An April workshop provided feedback on the transportation alternatives and land use approaches, while the June workshop reviewed the draft plan and implementation strategies. This report summarizes each step of the planning process related to transportation and land use. A larger record of public involvement is part of the Technical Appendix.

- A** – At the workshops, information was presented in many different ways—through handouts, posters, presentations, and small group discussions.
B – The three workshops were well-attended, with over 100 people at each event.



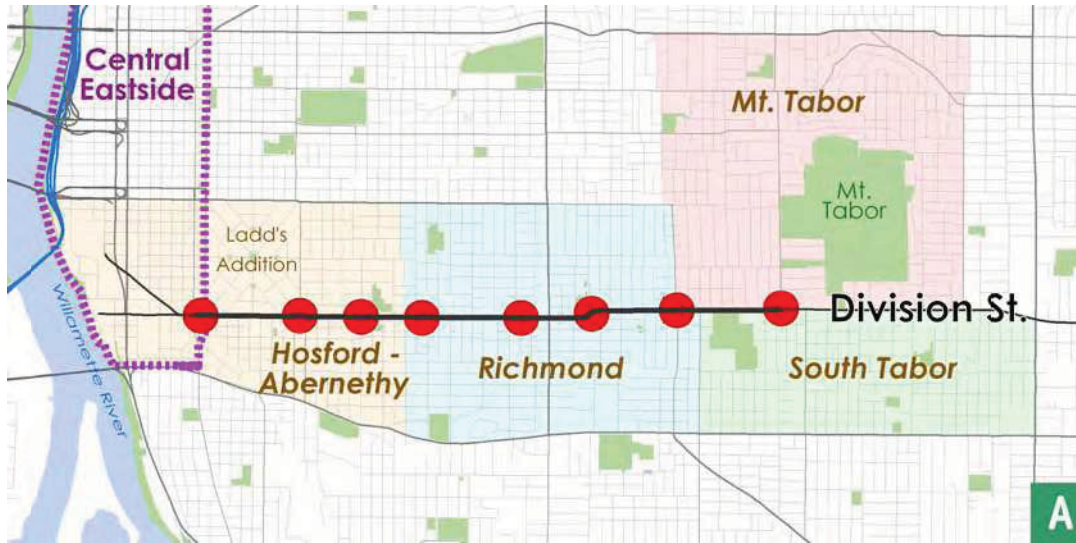
The major steps in the process were to:

- Inventory existing plans, policies, and conditions occurring along Division.
- Observe and learn about Division through neighborhood walks.
- Establish project goals and objectives.
- Develop four corridor-wide transportation alternatives and three land use approaches.
- Develop urban design focus areas and transportation intersection enhancements.
- Evaluate and publicly review alternatives and approaches.
- Refine the rezoning proposal, transportation alternatives, and implementation strategies.
- Endorse the final plan by the Community Working Group and Technical Advisory Group.



▲ Product

The project schedule included monthly community working group and technical advisory group meetings, as well as regular opportunities for community input.



Key themes expressed by citizens

Commercial Nodes

Infuse the corridor with energy and vitality by encouraging strings of two- to six-block commercial nodes. Commercial nodes are well-lighted and connected by landscaping, housing, and other unifying elements. Between the commercial nodes are mostly residential areas that are quiet and less active spaces.

Art & Water

Create art and water features at the neighborhood centers to provide a continuous or thematic flow of water through the corridor.

Education Corridor

Embrace and integrate the five primary and secondary schools, as well as nearby Warner Pacific College and Portland Community College – SE Center, into the community fabric.

A – The community expressed a desire to see new commercial development focused at certain intersections, or nodes. The red circles represent existing or potential commercial nodes.

B, C, D – The community embraced the idea of using art and water features to help give Division a unique identity.

E, F – A neighborhood goal is to capture opportunities to better integrate the many schools along Division into the community.



Goals

The following vision statement, goals, and objectives were developed by the Community Working Group in December 2004 and were embraced by the larger community at the January workshop. The project goals and objectives guided the development of the transportation and land use alternatives and are intended to guide future decisions in the study area.

Creating a Green Street/Main Street for the Division Community



Over the next twenty years, Division Street between 11th and 60th will become a more pedestrian-friendly, economically vibrant, and environmentally sustainable corridor. The street will evolve into a series of bustling commercial nodes—connected by tree-lined walkways, multifamily residences, and thematic water features. The whole corridor will showcase energy-efficient building design, innovative rainwater facilities, and a vibrant local business spirit—while providing easy movement by all modes of transportation to, from, across, and along Division.

SHARED ECONOMY

Focus commercial activity in a series of villages.

- Locate commercial areas in compact nodes of differing sizes and functions to serve the entire corridor.
- Build at pedestrian scale and orient buildings to the pedestrian realm. Support new mixed-use development.
- Provide places for small businesses to thrive. Integrate a variety of housing for all life stages.
- Include a mix of residential zoning along the corridor to reflect existing patterns and the opportunity for new housing.
- Support affordable housing alternatives to retain residents.
- Encourage work/live spaces in commercial and residential areas.

Support a healthy local economy.

- Support local businesses and a localized economy by buying local.
- Encourage wealth to circulate in the community.
- Provide a diverse range of goods and services.
- Let local entrepreneurs know what market opportunities are needed in the corridor.
- Develop a coordinated investment strategy for the community.

CLEAN AND GREEN ENVIRONMENT

Restore and maintain environmental health.

- Promote healthy streams by reducing the amount of impervious surface, adding landscaping and tree canopy, and encouraging the use of pervious paving options.
- Cultivate biodiversity and restore native plant communities.
- Improve air quality.

Integrate green infrastructure/building into the urban landscape.

- As the street corridor is upgraded over time, include innovative sustainable building techniques and infrastructure, such as efficient lighting options, into the corridor.
- Encourage eco-roofs and other rainwater management methods.
- Reintroduce water into the landscape in functional and symbolic ways.

Promote cleaner alternatives to driving.

- Upgrade walking and cycling amenities to support these modes.
- Improve bus stop locations with benches, schedules, and shelters.
- Long term, look at cleaner transit options in the corridor.
- Balance the needs of local circulation with the corridor's role as a collector.

HEALTHY COMMUNITY

Collaborate to achieve a connected community.

- Foster partnerships among the neighborhood, businesses, schools, and agencies to achieve community goals.
- Empower people to improve their community.
- Welcome diversity to enliven the community.
- Include the elderly, ethnic communities, religious institutions, and schools in community activities and celebrations.

Encourage walking and bicycling for individual and community health.

- Create safer crossing opportunities for pedestrians and bicycles.
- Enhance pedestrian access to open space, schools, commercial nodes.
- Upgrade sidewalks and create pedestrian stopping places.
- Improve bicycle parking opportunities along the corridor.

Create a community that is safe for all.

- Improve lighting along the corridor to improve visibility of and for pedestrians and bicyclists.
- Support traffic speeds that are consistent with high levels of pedestrian activities.

MAKING A PLACE

Embrace and foster the educational landscape.

- Create resources and educational materials for residents and businesses that can help people choose healthier ways of maintaining, restoring, and developing their properties.
- Connect the schools to the corridor both physically and socially.

Forge a unique identity that unites the Division corridor.

- Discover and create community gathering places for all ages.
- Develop a plaza where community activities can occur.
- Create corners that include building entrances and stopping places.
- Incorporate beauty and quality design into the fabric of the community.
- Inject new spaces with art and an aesthetic flair.

Take advantage of cultural and historic assets—buildings, places, and people.

- Develop gateways and connections that celebrate special spaces.
- Locate markers that tell the story of the corridor—things that have happened in the past and things that are happening now.
- Develop community activities that align with the seasons and the rhythms of nature.

History of Division

The physical character of the study area has changed tremendously over time, beginning with the more pedestrian- and streetcar-oriented commercial street of the turn of the century, and ending with the somewhat mixed, yet mostly automobile-oriented, residential, and commercial corridor we see today. These changes are due to both land use and transportation decisions at all levels, from grassroots activism to City policy.



A – Survey Map, 1852. Oregon/Washington Bureau of Land Management, 1851-52, Cadastral Survey Map
 B – SE 60th and Division, 1910. City of Portland Archives and Records, 1910 c_60th Ave & Division St [72]_5411-02 b39 f22



In the mid-1800s the first European settlers were gifted large Land Donation Claims east of the Willamette River, all of which were farmed for a short time. As population skyrocketed in the area over the next 70 years (from 821 people in 1850 to 258,288 in 1920), these farms were subdivided into neighborhoods and street alignments often referred to as additions; most of which we can still see in the area today.

In the 1970s there was heated controversy over the plan for a Mt. Hood Freeway which, had it not been popularly defeated, would have replaced SE Division, Ivon, Clinton, and Lincoln streets entirely. The controversy resulted in several outcomes visible in Portland today. The outcry over the freeway proposal and planning process galvanized and united an active citizen base, which has held together over many years.

The light rail system (MAX) was financed by the pool of federal money set aside for the Mt. Hood Freeway project. Other changes included transit service improvements and the creation of a bicycle network. Bicycle routes were established on Southeast Ankeny, Salmon, Lincoln-Harrison, and Clinton Streets and Southeast 26th Avenue through a planning process that was partially funded from the freeway money.



After the withdrawal of the Mt. Hood Freeway, a new transportation concept was needed to serve southeast Portland. In addition to constructing MAX, the Multnomah County Commission recommended that part of the funds for the freeway be diverted to restore the vitality of the southeast Portland and East County neighborhoods that would have been impacted by the Division-Powell freeway route. These improvements included traffic calming measures on local streets surrounding Division.

The Division Corridor Traffic Management Study was initiated by the City's Transportation Bureau in 1985. The Division corridor was defined as the portion of southeast Portland that is bounded by Lincoln and Harrison Streets on the north, Clinton Street on the south, 11th Avenue on the West, and SE 60th on the east. The study recommended strategies and projects to stabilize the increasing commuter traffic on Division and reduce it on local streets (Lincoln/Harrison and Clinton) based on citizen complaints about excessive traffic on these streets. Numerous changes were made to the corridor to limit through traffic on the local streets, and minor changes were made on Division itself.



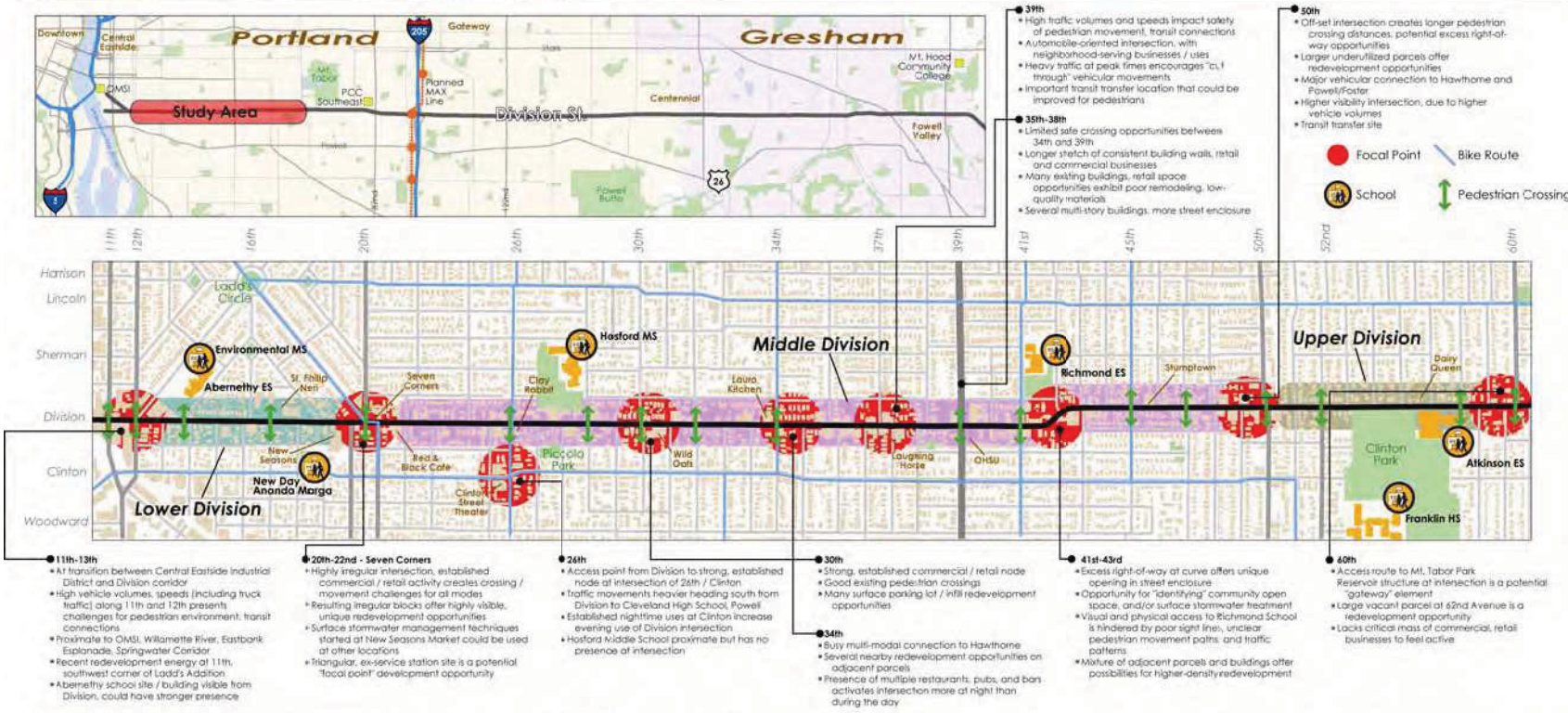
A – SE 11th and Division in another era. City of Portland Office of Archives and Records, 1937_SE Division at 11th_1325.3_8403-03 b2 f9

B – SE 11th and Division in another era. City of Portland, Archives and Records, 1937_SE Division at 11th_1325.4_8403-03 b2 f9

C – SE 11th and Division in another era. City of Portland, Archives and Records, 1939_ca_Looking E on Division_1325.2_8403-03 b5 f2

Concept for the Division Corridor

The initial phase of the plan identified existing conditions along Division Street – depicted below. One of the primary observations was that Division has distinct lower, middle, and upper sections. The main street character, and corresponding commercial land use, is focused between roughly SE 19th and SE 50th Avenues. The lower and upper sections are predominantly residential in character with some locally serving retail uses.



Lower Division (11th-21st)

This segment is characterized by less active uses, mostly single family housing and the St. Philip Neri church and school complex. Due to Ladd's Addition's unique block pattern and larger uses on the north side of the street, Division feels "one-sided". The presence of pro-temp parking on both sides of the street (11th to 28th) may pose challenges for redevelopment opportunities.

Middle Division (21st-50th)

This segment has the greatest concentration of commercial activity with many longtime established businesses. Permanent on-street parking exists along the majority of its length. There is a fairly consistent mixture of new and old residential, commercial and industrial buildings typical of other Portland main streets, and many larger parcels. The commercial areas are connected by pockets of single and multifamily housing.

Upper Division (50th-60th)

Similar to Lower Division, this area is characterized by less active uses, single family housing and a "one-sided" character due to the large frontages of Franklin and Atkinson schools. New and existing businesses, as well as future redevelopment sites, offer potential strengthening activity near the 60th Street intersection.

Development of the plan was guided by an urban design concept for the corridor. The intent of this concept is to explain the opportunities and challenges facing Division Street in terms of both transportation and land use.

Corridor Concept Plan

Re - envision Division

Making a Place on Division Street



Division Street: A String of Pearls

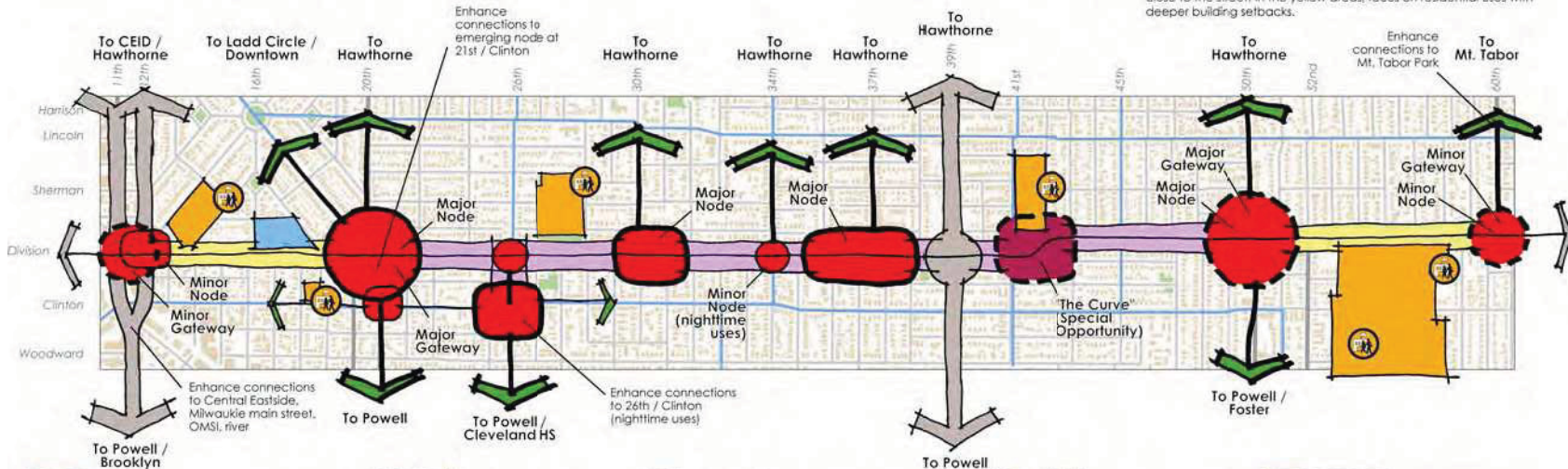
Vision Statement:

Over the next twenty years, Division Street between 11th and 60th will become a more pedestrian-friendly, economically vibrant, and environmentally sustainable corridor. The street will evolve into a series of bustling commercial nodes—connected by tree-lined walkways, multi-family residences, and thematic water features. The whole corridor will showcase energy efficient building design, innovative rainwater facilities, and a vibrant local business spirit—while providing easy movement by all modes of transportation to, from, across, and along Division.



Project Goals

- Neighborhood Mixed-Use Centers**
A string of two- to six-block commercial nodes that infuse the corridor with energy and vitality. These are well-lit and connected by landscaping, housing, and other unifying design elements.
- Education Corridor**
Seven primary and secondary schools, as well as nearby PCC-SE Center and Warner Pacific, wholly embraced and integrated into the community fabric.
- Neighborhood Connections**
The corridor is a welcoming place for neighborhoods east to west, north to south. What was once "divided" becomes unified.
- Residential Uses**
Attractive multi-family residential buildings connect the neighborhood mixed-use centers. In the purple areas, encourage a more urban mixture of residential and commercial uses with buildings close to the street. In the yellow areas, focus on residential uses with deeper building setbacks.



Bus to/along Division
Frequent transit with enhanced bus amenities.



Walk to/along Division
Enhanced pedestrian crossings with marked crosswalks, along with curb extensions and landscaped sidewalks.



Drive to/along Division
Enhanced signal timing, permanent on-street parking wherever possible, and other improvements.



Streetscaping
Consistent line of street trees, efficient lighting, and water quality enhancing landscaping.



Bicycle to/along Division
Increase quality and quantity of bike parking, with high usage of the parallel and connecting bikeways.

Land Use

Division is often described as eclectic and “funky” with a diverse array of retail, housing, and industrial uses. This diversity is what attracts many residents and businesses to the area and is causing increased investment and redevelopment along the street. One strong desire among the community is to focus this new energy and vitality into a common vision for Division that revolves around the project goal of making a place by promoting a shared economy, a clean and green environment, and a healthy community.



One purpose of the Division Green Street/Main Street Plan is to rezone areas along the street to reflect the desired main street character. Current zoning, nonconforming uses, and poor design were identified as impediments to achieving the project goals.

Existing Conditions

One of the most profound influences on the neighborhoods surrounding Division was the Mt. Hood Freeway proposal. At one point, the Oregon Department of Transportation owned one of every four properties within the proposed right-of-way, which caused decades-long neglect and disinvestment.



A – The Mt. Hood Freeway alignment would have displaced all development between SE Division and Clinton Streets up to about 50th Avenue.

Today, Division Street is a healthy mix of commercial, residential, institutional, and industrial uses. With the help of a group of Portland State Students in the spring of 2004, the current uses along Division were mapped and compared to current zoning. This allowed staff to identify areas along the corridor where the zoning is inconsistent with the desire for “nodes” of mixed-use commercial development. In the past, auto-oriented zoning has been applied to scattered sites along the street. There are also several locations that are zoned residential, but are home to thriving commercial businesses.



Nonconforming Uses

Nonconforming uses (NCU) are uses that are no longer allowed in the zone that is applied to the property. Many of Division's nonconforming uses were created when commercially zoned property was rezoned to residential. From 1924 to 1959, Portland had only four zones, and virtually all properties fronting on Division Street were zoned commercial west of 51st Avenue. In 1959, zoning was changed on some parts of the street to allow for single-dwelling residential. In 1981, the zoning code and map were again changed. On Division, as on many arterials around Portland, large portions of properties fronting the street were rezoned from commercial to multidwelling residential. The purpose behind this large-scale policy shift was to prevent “strip” commercial development and to encourage more housing on streets with good access to transit.

Due to the zone changes over time, there are 27 properties along Division that are now considered nonconforming uses. A number of these sites were built as commercial properties and have continued with commercial uses over time—for example, the building that houses Stumptown Coffee at 45th and Division. Some of them are residential buildings operating as a business. Current nonconforming regulations require a review for expansions or changes of use, a policy which has become a source of concern for Division's business community.

The twenty-seven nonconforming uses identified along in the study area fall into the following general categories:

- Retail sales and service in a residential zone (10);
- Office in a residential zone (4);
- Vehicle repair in a residential zone (3);
- Industrial service in a residential zone (2);
- Manufacturing in a residential zone (2);
- Vehicle repair in a commercial zone (3);
- Industrial service use in a commercial zone (2); and
- Quick vehicle service in a commercial zone (1).

These situations often create difficulties for property owners when they wish to expand a current use or sell the property. One of the objectives of the Division planning process was to assess the current policies related to nonconforming uses and consider solutions that could apply to other commercial corridors in the City.

- A – The building that houses Stumptown Coffee is a nonconforming commercial use in a residential zone.
- B – Though this building at 60th and Division is oriented to the pedestrian, the overlying General Commercial zoning is inconsistent with the community's vision for Division Street.
- C – This auto-oriented vehicle repair shop is a nonconforming use.

Design of Infill Development

The Bureau of Planning is currently working on the Infill Design Project. The objective of the project is “to foster medium density infill development that contributes to meeting City design objectives, such as those calling for design that is pedestrian oriented and serves as a positive contribution to neighborhood context.” A report with zoning code amendments is available on the Planning bureau’s web site.

Many of the issues raised by the community as part of this project are discussed in this report, such as the contrast of scale and height in relation to existing development, privacy impacts, compatibility with existing neighborhood character, etc. Below is an example of the design issues related to medium-density infill development.



These two developments are on similarly sized sites, with the same R1 zoning and number of units. “The devil’s in the details.”

“Contrasting images, of similarly configured apartment developments, highlighting the difference that details such as façade articulation, materials, window treatments, roof forms, and trim can make. A challenge is finding ways to achieve quality design in ways that are affordable.” (Infill Design Project Report, December 2004)

Land Use Alternatives

The planning process developed a set of alternatives that was presented at the March Community Working Group (CWG) and Technical Advisory Group (TAG) meetings and the April 2nd community workshop. The three alternatives were: regulatory amendments (changes to the zoning code); nonregulatory measures (voluntary or educational); and rezoning (minor changes to the zoning map).

Regulatory Amendments

Potential regulatory amendments to achieve project goals included modifying the nonconforming use regulations, increasing setbacks for new residential development, creating a main street overlay to modify specific aspects of the development code, and applying a design overlay to achieve better quality design. At the April community workshop, written comments were strongly in favor of nonregulatory approaches rather than additional regulations for Division. Many stated that addressing nonconforming uses and helping to implement the concept for the street through the rezoning proposal (see next page) would best achieve project goals.

DESIGN MATTERS

Community Working Group members expressed interest in exploring regulatory approaches to address design concerns raised in the planning process. A land use subgroup, working with City staff, crafted specific design standards as part of a Main Street Overlay. See a full discussion on page 40.



Nonregulatory Measures

Three nonregulatory approaches to achieving the vision for Division were identified. The first was landscaping techniques that could be used to alter the character of an area. By encouraging more landscaping and street trees in the residential areas, a transition between the commercial nodes and residential areas becomes more apparent. In addition, wider sidewalks with tree wells in the commercial nodes allow space for outdoor café seating.

Second, storefront lighting is a simple nonregulatory measure to differentiate the commercial nodes from the residential areas. Both interior and exterior storefront lighting add nighttime visibility and provide a visual connection to commercial areas.

Finally, education is an essential tool. Property owners and potential developers benefit from tapping into the community’s desires for Division. New developments, or redevelopments, are more successful if they work within the existing context of Division and help move towards the future vision.

In an effort to illustrate these and many other ideas, the consultant team developed urban design focus area concept drawings (see following pages) that show examples of solutions that are potentially applicable to the entire street. Most important, the illustrations highlight many creative ideas that were generated as part of the community planning process.

Rezoning

The rezoning proposal on page 22 is the result of discussions with property owners, the CWG, the TAG, and the community. The proposal is guided by one primary goal – the changes do not increase or decrease the overall number of automobile trips or the number of housing units currently allowed in the study area. The most notable changes are rezoning Neighborhood Commercial and General Commercial properties to Storefront Commercial (CS). The CS zone is an urban commercial designation intended for Portland’s main streets and provides additional flexibility for future redevelopment projects along Division.

The rezoning also addresses ten properties with split zoning. Split zoning on Division occurs where a residential property has a sliver of commercial zoning along one property line. These are often the result of mapping errors and were addressed as part of this project.

A, B – Simple steps toward successful commercial nodes: encourage wide sidewalks with landscaping and storefront lighting.

Urban Design Focus Areas



Urban Design Focus Area 11th Avenue to 13th Avenue

EXISTING CHARACTER

- Transition area from Central Eastside Industrial District to the Hosford-Abernethy Neighborhood and Division Corridor
- High vehicle volumes, speeds, and truck traffic along 11th and 12th presents challenges for pedestrian environment and transit connections
- Mix of light industrial, commercial and office uses
- Proximate to OMSI, Eastbank Esplanade and Springwater Corridor
- Recent redevelopment energy at 11th and southwest corner of Ladd's Addition (12th and Division)
- Adjacent to Abernethy School, visible from Division Street

FOCUS AREA CONTEXT

CREATE A PEDESTRIAN-FRIENDLY ENVIRONMENT

NW Windsor / NW 15th Ave
Grade Separation for Outdoor Seating

NW 23rd Ave / NW Johnson
Building Articulation Creates a Wider Pedestrian Zone

NW Johnson / NW 23rd Ave
Enhance Pedestrian Zone with Green Courtyards

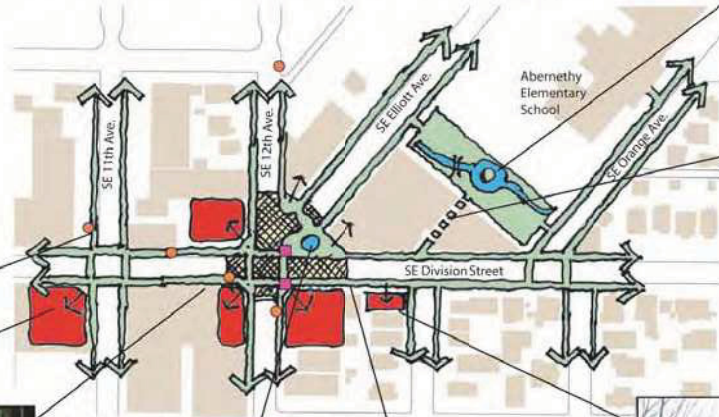
ENHANCE CONNECTIVITY TO THE SCHOOL



Opportunity for a Rain Garden. At Glencoe, the Rain Garden relieves sewer back-ups by infiltrating stormwater, improves water quality, and provides an aesthetic & education amenity to the school & community



Create an Entrance to the School by Enhancing the Existing Alley-Way



Wypidong Signage. Courtesy of PDC

Provide Connectivity to Nearby Amenities with Signage



Orient Redevelopment to Corners



Infiltration of Roof Run-off



Create a Minor Gateway to the Neighborhood with an Entry Plaza and Sculpture



Soften Street Edge in Neighborhood by Replicating Existing Planting Scheme on the South Side of Division



Residential Infill Opportunity Site

TRANSITION FROM INDUSTRIAL DISTRICT TO NEIGHBORHOOD

LEGEND

- Opportunity Site (Red square)
- Pedestrian Realm (Arrow)
- Special Node Treatment (Hatched square)
- Water/Stormwater Feature (Blue circle)
- Bus Stop (Orange circle)
- Public Art Opportunity (Purple square)

Urban Design Focus Areas

Re - envision Division

Making a Place on Division Street

Urban Design Focus Area

24th Avenue to 27th Avenue

EXISTING CHARACTER

- Access point from Division to established commercial node at intersection of 26th/Clinton
- Traffic movements heavier heading south on 26th from Division to Cleveland High School and Powell Blvd.
- Nighttime uses at Clinton increase evening use of 26th/Division intersection
- Hosford Middle School proximate but has no presence or visibility from this node

FOCUS AREA CONTEXT

INTEGRATE NEW MULTI-FAMILY RESIDENTIAL AND ENHANCE EXISTING

10.5' Driveway Serving 8 Townhouse Units

Aerial of Apts. at SE Division / 26th

Upgrade Existing Apartment Housing by Consolidating Parking, Removing Curb Cuts and Increasing Landscaped Area

IMPROVE CONNECTIVITY TO CLINTON STREET

New Portland Standard Pedestrian Pole Light

Herbelf Drains!

Enhance Connectivity to Clinton Street & Nighttime Visibility of Node with Lighting, Banners, Water Features or Public Art

INNOVATIVE STORMWATER MANAGEMENT

Seelwood, Courtesy of BIES

Pervious Paving Within Parking Lane

New Seasons, SE Division

Vegetated Swale for Infiltration of Street Run-off

4608 NE Fremont Street, Fremont Commons

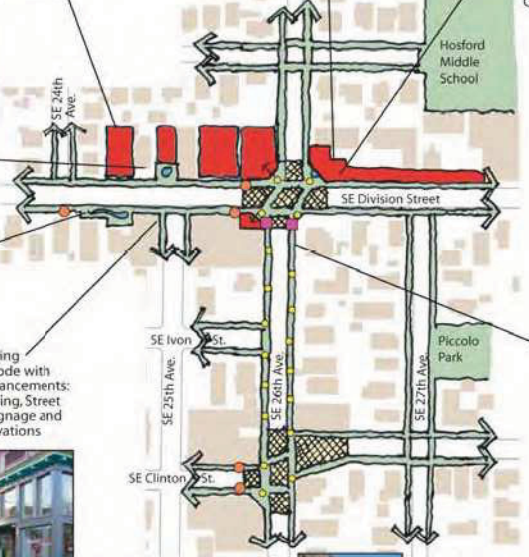
Vegetated Park Strip

Revitalize Existing Commercial Node with Storefront Enhancements: Awnings, Lighting, Street Furnishings, Signage and Facade Renovations

NE Alberta / NE 16th Ave

NE Alberta / NE 17th Ave

SE Milwaukie / SE 15th Ave



LEGEND

- Opportunity Site
- Pedestrian Realm
- Special Node Treatment
- Water/Stormwater Feature
- Bus Stop
- Public Art Opportunity
- Street Lighting

Urban Design Focus Areas



Urban Design Focus Area 41st Avenue to 44th Avenue

EXISTING CHARACTER

- The Curve on Division at 42nd Ave. creates an open space that is the unique to the study area
- The Curve provides excess right-of-way which is an opportunity for developing a community gathering space
- Area has a significant amount of asphalt with surface parking lots and wide right-of-way
- Visual and physical access to Richmond School is hindered by poor sight lines, unclear pedestrian paths and traffic patterns
- Richmond Place serves as the mixed-use anchor to this node, providing ground-level retail & office with housing above

FOCUS AREA CONTEXT

CREATE RAIN GARDEN FOR SCHOOL

Japanese-Influenced Rain Garden to Reflect Richmond Elementary's Curriculum

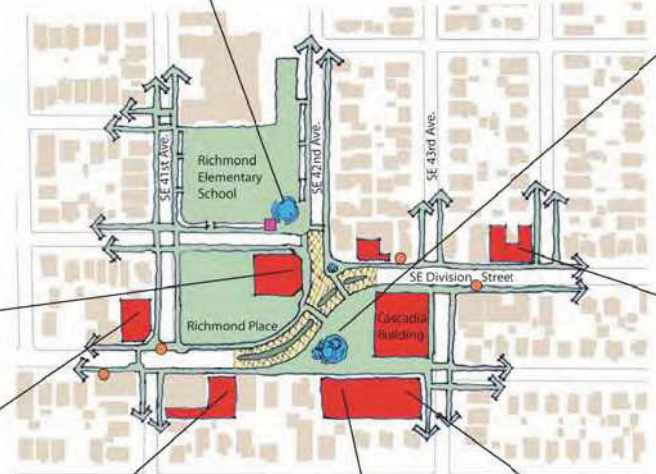
TRANSFORM CURVE INTO A COMMUNITY GATHERING SPACE

Create a flexible space for community events

HIGHLY VISIBLE MIXED USE REDEVELOPMENT

Examples of New Mixed-Use Developments

SE Hawthorne / SE 33rd Ave.
2216 NE Alameda Street
4209 NE Fremont Street



Add Median to Green Up Roadway and Reduce Crossing Distances

Integrate a Water Feature

Infill Vacant Lot with Multi-Family Housing

Upgrade Existing Parking Lots with Screening and Stormwater Treatment

Opportunity for Multi-Family Housing or Mixed-Use Infill Development

Integrate Off-Street Parking into New Development

LEGEND	
	Opportunity Site
	Pedestrian Realm
	Special Node Treatment
	Water/Stormwater Feature
	Bus Stop
	Gateway

Urban Design Focus Areas

Re - envision Division

Making a Place on Division Street

Urban Design Focus Area

48th Avenue to 50th Avenue

EXISTING CHARACTER

- Off-set intersection creates longer pedestrian crossing distances and excess right-of-way
- Larger underutilized parcels offer redevelopment opportunities
- Major vehicular connection to Hawthorne and Powell/Foster
- Higher visibility intersection, due to higher vehicle volumes
- Transit transfer site

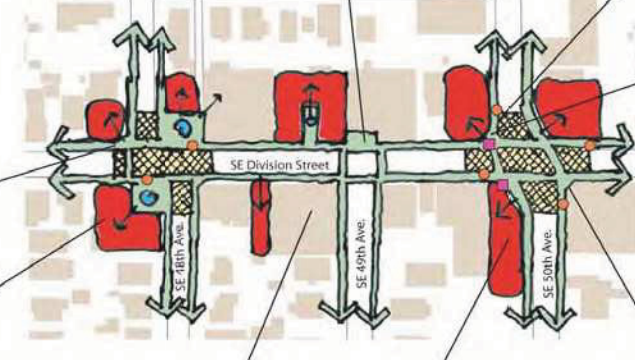
FOCUS AREA CONTEXT

IMPROVEMENTS AT "T" INTERSECTIONS

T⁺ Intersection Treatments: Building Enhancements, Stormwater Curb Extensions & Outdoor Rooms

HIGHLIGHT INTERSECTION OF DIVISION AND 50TH

Opportunity to Create a Gateway and Shelter for Transit Riders at Intersection



REDEVELOPMENT OPPORTUNITIES AT MAJOR INTERSECTION

Redevelopment of Vacant and Underutilized Lots with Highly Visible Mixed-Use Buildings as Gateway Elements, with Off-Street Parking, Green Roofs and Corner Entries

Use Trellising to Create Green Walls

Adaptive Reuse of Auto-Oriented Business

Adaptive Reuse Where Practical

Enhance Surface Parking with Stormwater Infiltration and Street-Side Screening

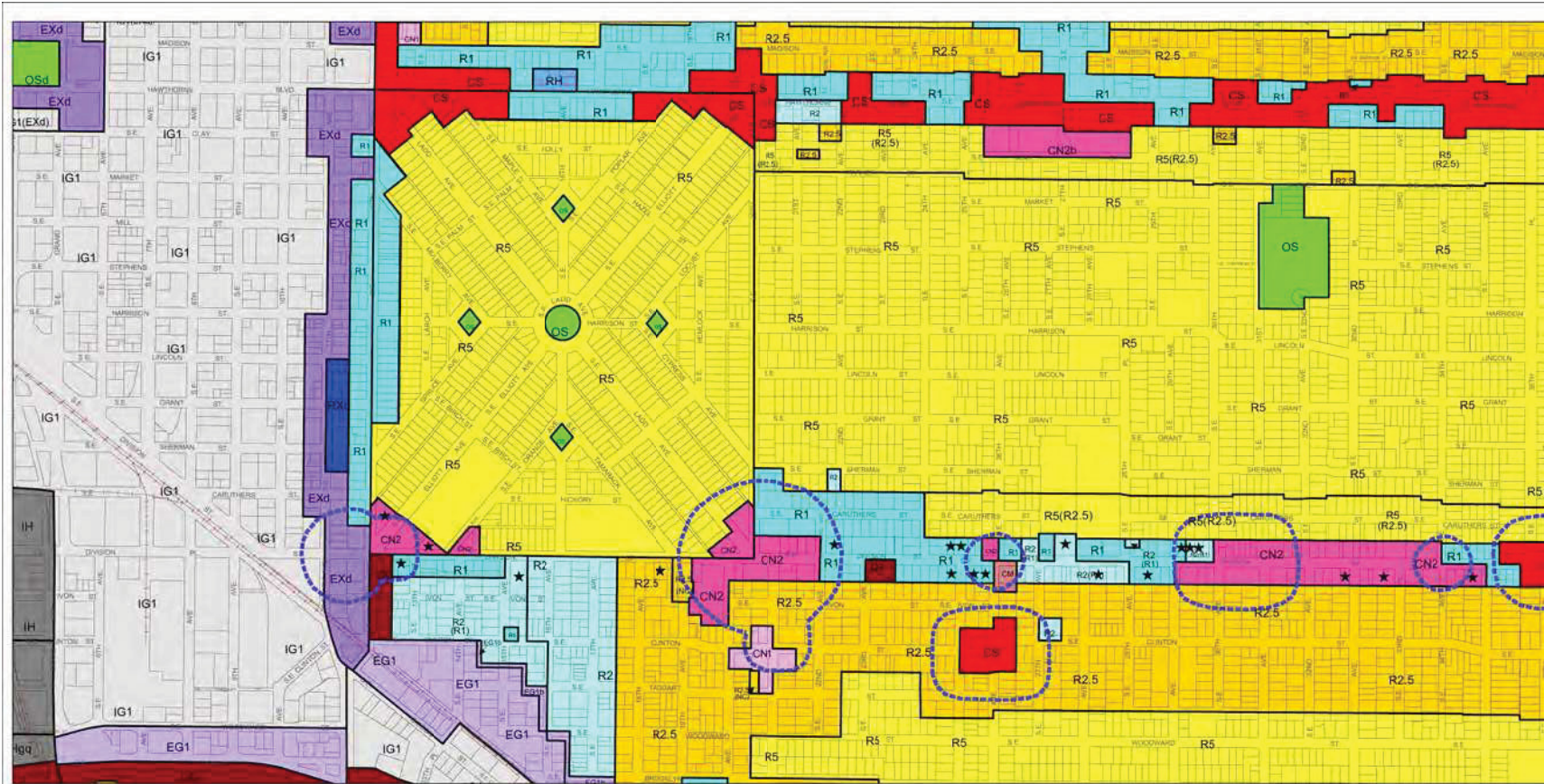
New Curb Extensions at NW and SE Corners to Reduce Crossing Distances

LEGEND

- Red Block: Opportunity Site
- Blue Arrow: Pedestrian Realm
- Hatched Area: Special Node Treatment
- Blue Circle: Water/Stormwater Feature
- Red Circle: Bus Stop
- Pink Square: Public Art Opportunity

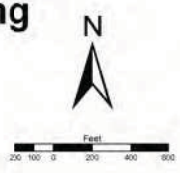
Existing Zoning

In 2005, the street was predominantly zoned urban commercial and medium-density residential. These zones allow 4-story buildings to be built to the front lot line. Very few buildings along Division are built to the allowed densities or height, and many buildings are single-family homes.



Division Street Existing Zoning

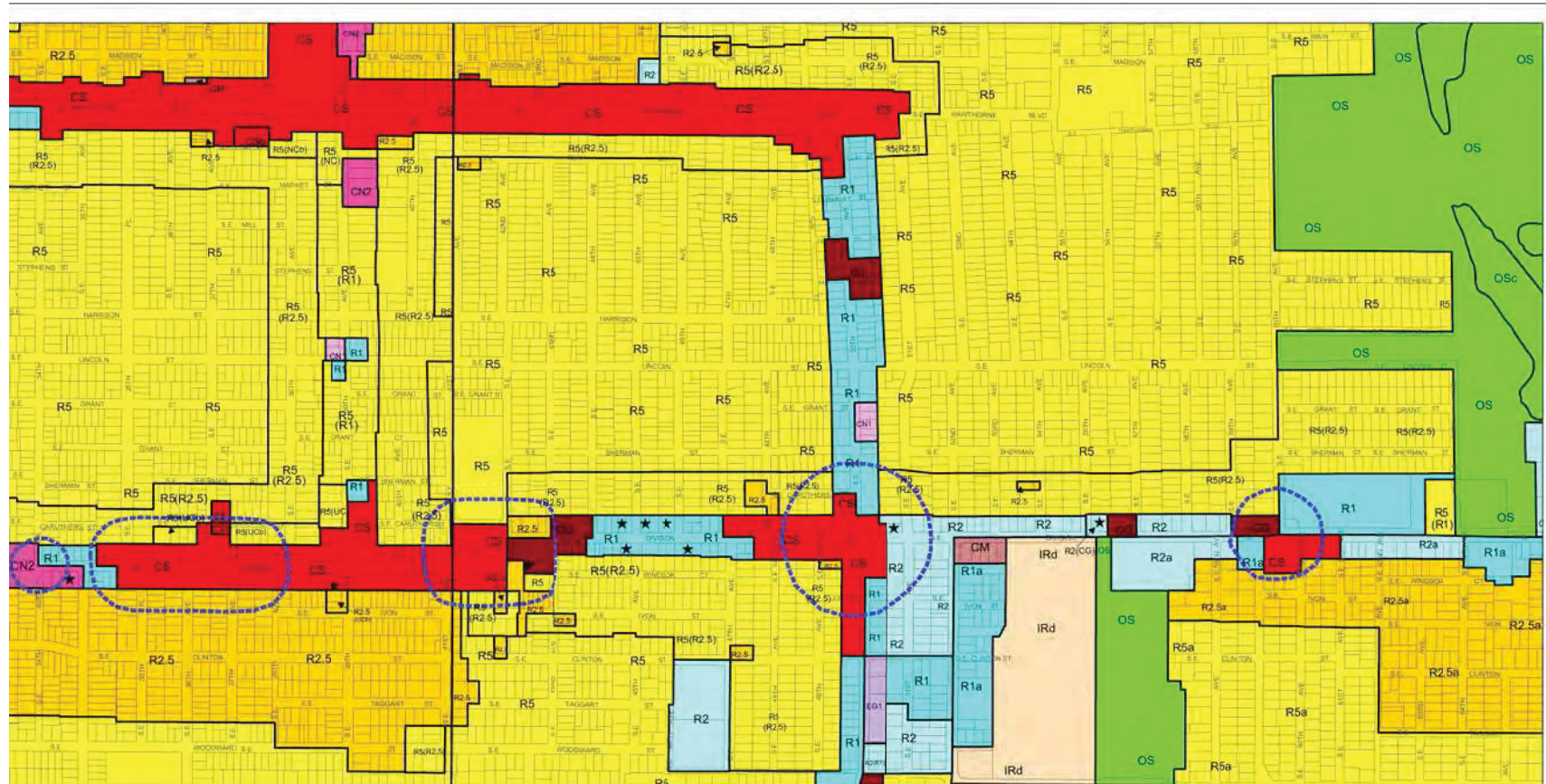
division
green street | main street project



INFORMATION SOURCES
 Tables: Originally produced by Oregon Dept. of Revenue. Modified and updated by Multnomah County Assessment & Taxation and Portland Dept. of Transportation, updated through Jan. 2005. Accuracy: +/- 100'.
 Landuse: Portland State University, October, 2004.
 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.
 The information on this map was derived from digital data-bases on the City of Portland, Bureau of Planning GIS. Care was taken in the creation of this map to provide the best. The City of Portland cannot accept any responsibility for errors, omissions, or positional accuracy and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

City of Portland / Bureau of Planning / Geographic Information System / November 9, 2005

The stars on the map indicate the locations of nonconforming uses at the time of this project. The majority of these nonconforming situations were addressed by the zoning amendments discussed on the following page.

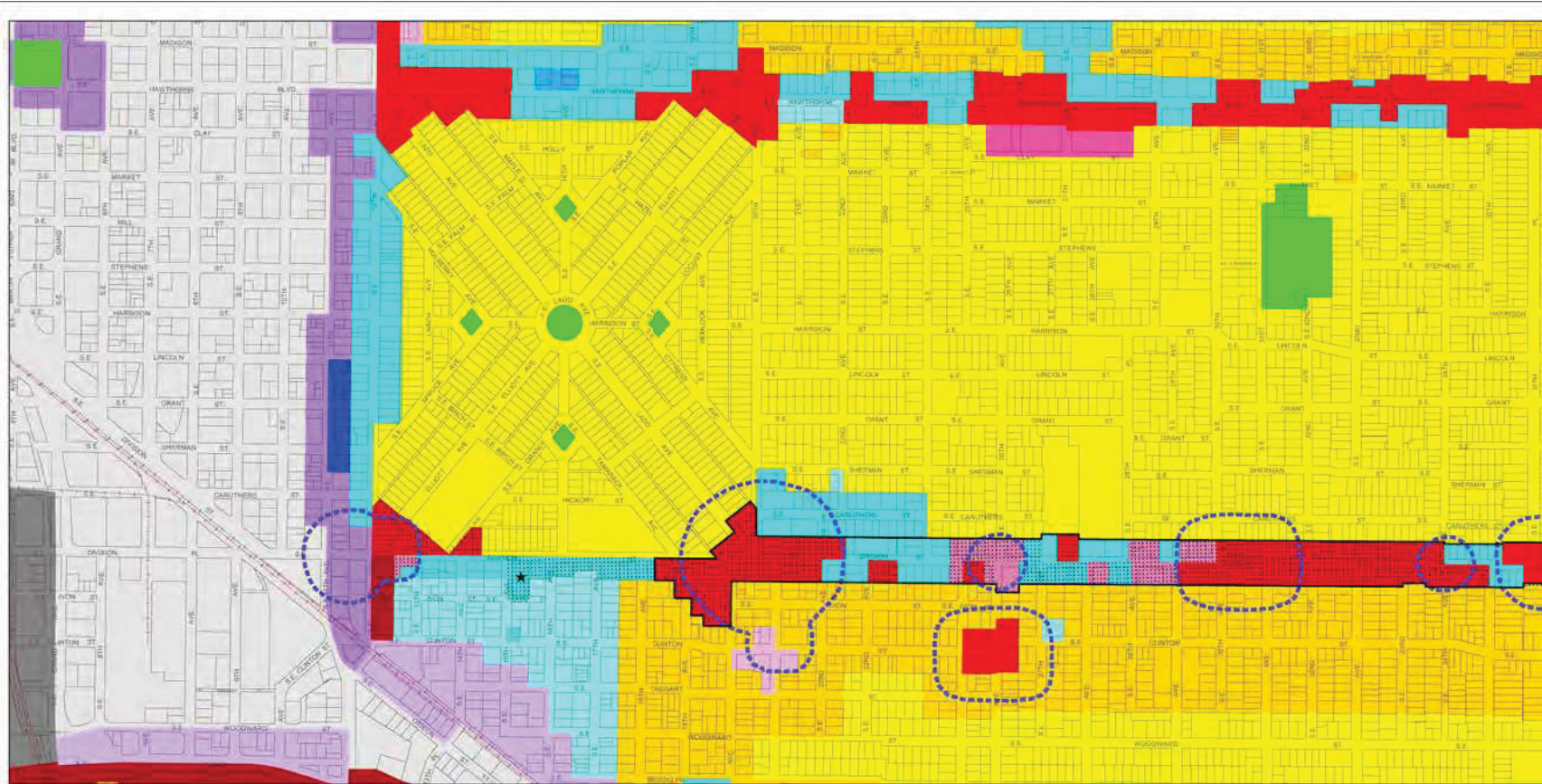


Legend

- ★ Nonconforming Use
- ⚡ Conceptual Commercial Nodes
- R5 Existing Zoning w/overlays
- (R2.5) Comprehensive Plan where different from zoning
- Open Space
- Residential 5,000
- Residential 2,500
- Low Density MD 2,000
- Medium Density MD 1,000
- High Density Residential
- Central Residential
- Institutional Residential
- Neighborhood Commercial 1
- Neighborhood Commercial 2
- Storefront Commercial
- Mixed Commercial
- General Commercial
- General Employment 1
- Central Employment
- General Industrial 1
- Heavy Industrial

Rezoning

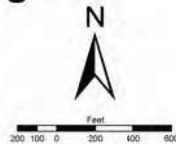
The rezoning proposal received support from the community, property owners, and business owners along Division. The relatively minor changes provide greater flexibility for designing mixed-use commercial projects on the typical 5,000-square-foot lots along Division. Community members repeatedly expressed concern regarding the building height that is currently allowed for new development on Division.



Division Street Adopted Zoning

division
green street | main street project

City of Portland / Bureau of Planning / Geographic Information System / March 10, 2006



Area of Interest

INFORMATION SOURCES

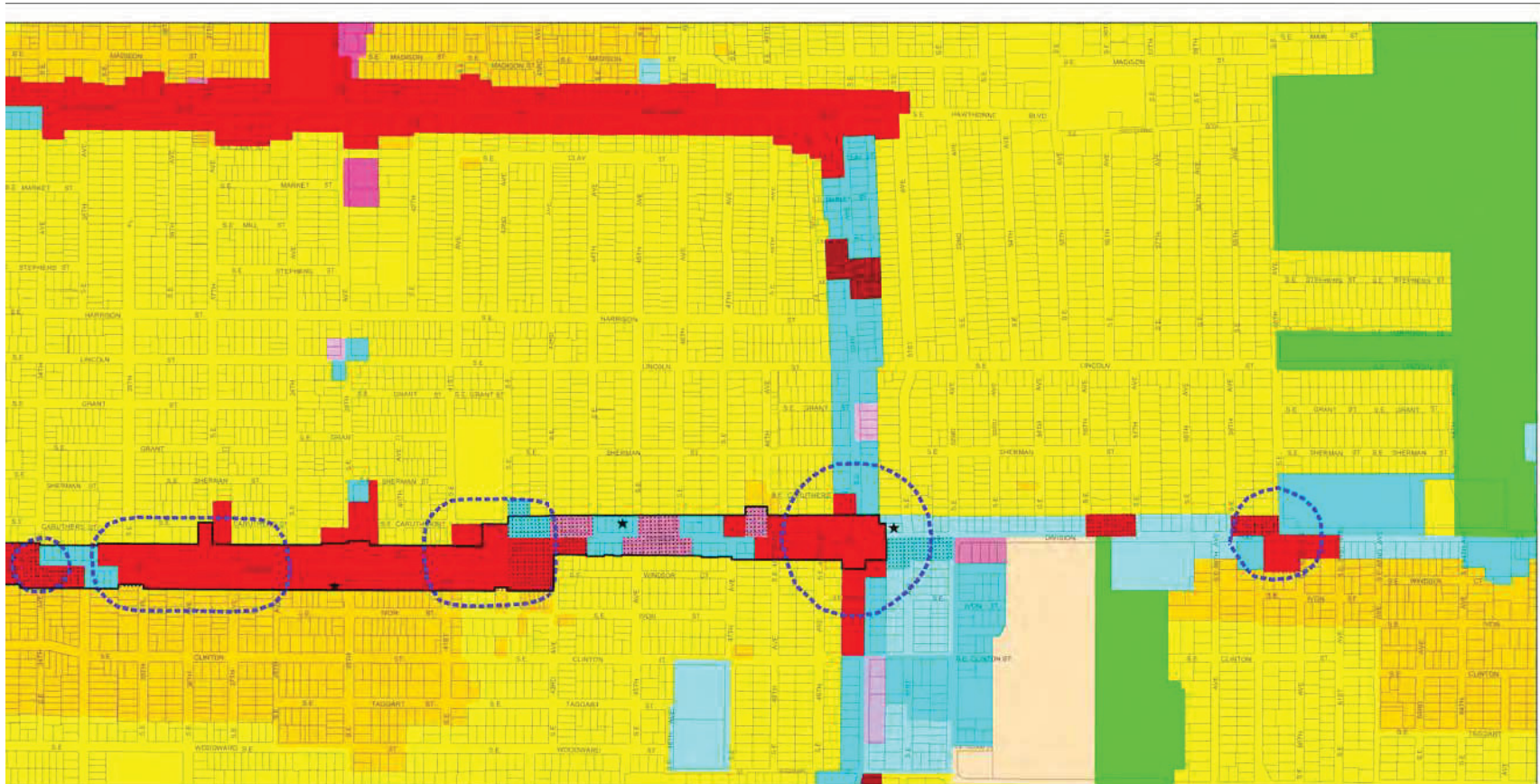
Factors: Originally produced by Oregon Dept. of Revenue. Modified and updated by Multnomah County Assessment & Taxation and Portland Dept. of Transportation. Updated through Jan. 2003. Accuracy +/- 1 foot.

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There is also support for the recent mixed-use development projects at SE 26th and SE 43rd, although many would like to see the single-family residences and the older structures preserved. Community members expressed concerns that the height and architectural style of these new mixed-use projects are inconsistent with the existing neighborhood character.



Legend

- ★ Nonconforming Use
- Conceptual Commercial Nodes
- Main Street Corridor Overlay Zone
- Areas of Change
- Open Space
- Residential 5,000
- Residential 2,500
- Low Density MD 2,000
- Medium Density MD 1,000
- High Density Residential
- Central Residential
- Institutional Residential
- Neighborhood Commercial 1
- Neighborhood Commercial 2
- Storefront Commercial
- Mixed Commercial
- General Commercial
- General Employment 1
- Central Employment
- General Industrial 1
- Heavy Industrial

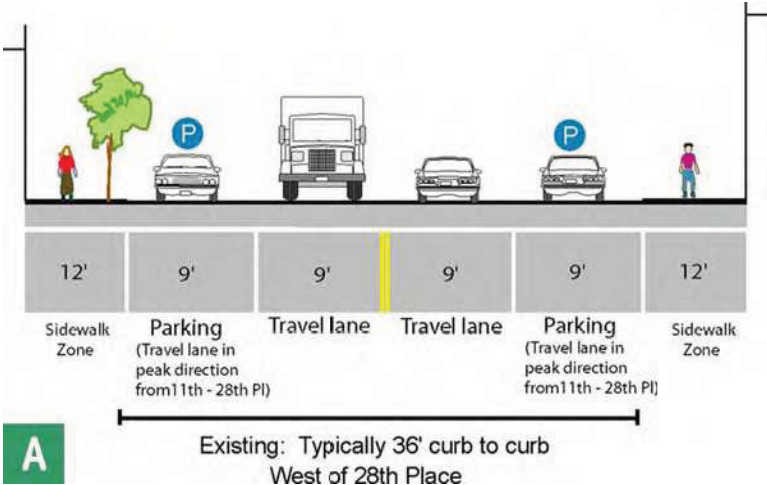
Transportation

The *Division Green Street/Main Street Plan* transportation objectives include revitalizing the street from SE 11th to 60th to make it a more transit-oriented, economically vibrant and environmentally sustainable main street. The transportation concept is intended to balance the competing travel demands on Division Street, including traffic, transit, trucks, pedestrians, and bicyclists. In addition, community members want the street to reflect their desire for a sustainable neighborhood and main street by incorporating green infrastructure into Division’s design.

The community identified a number of characteristics of the street that interfere with these desires – traffic volumes and speeds, the presence of pro-time (part time) lanes between SE 11th and 28th Place, inadequate opportunities for pedestrian crossings, and the lack of cohesiveness and pedestrian amenities along the street. Above all, the desire to create a community “place” that would function as the heart and soul of the community is not being realized.

Existing Conditions

Southeast Division is a 60-foot right-of-way with 36 feet of pavement between curbs. Each weekday, approximately 15,000 vehicles travel on the lower part of Division (west of 30th) and more than 13,500 vehicles travel on the eastern part of the corridor. Congestion occurs at all the major intersections – the 11th/12th couplet, 7 Corners (Division/Ladd/20th/21st), 39th, 50th, and 52nd.



A – Division’s narrow right-of-way includes four 9-foot travel lanes and 12-foot sidewalk zones. **B** – Incorporating innovative stormwater management techniques was an important consideration.

During discussions on the transportation concept, a number of objectives were developed in order to evaluate the alternatives:

- Creating Community Places
- Pedestrian Safety and Comfort
- Bicycle Movement and Safety
- Bus Stops and Travel Times
- On-Street Parking to Support Businesses
- Neighborhood Livability
- Manage Congestion
- Innovative Stormwater Management





One of the most defining characteristics of the corridor is the pro-time lanes. Between SE 11th and SE 28th Place, the parking lane becomes a travel lane for the two-hour peak, in the peak direction – 7 to 9 AM on the north side and 4 to 6 PM on the south side. While these outside lanes are underutilized, they do provide extra capacity and are particularly useful for bus and bicycle movements. Unfortunately, the on-street parking is also underutilized because people do not want to chance leaving a car in the parking lane during the peak period.

The posted speed along Division is generally 25 mph, but there are several school zones along the corridor with varying requirements that reduce speeds to 20 mph. Vehicles are typically going between 28 and 29 mph east of SE 31st and between 29 and 30 mph west of 47th.



Transit service along Division consists of one “frequent service” line, No. 4, and several other lines that cross Division at 11th/12th, 7 Corners, 39th, 50th, and 52nd Avenues. The No. 4 line serves downtown Portland to Gresham with buses every 15 minutes or better during the day. The most heavily used bus stops are at SE 12th and 39th where transfers occur.

Division has a 12-foot wide sidewalk corridor between the curbs and property lines. Typically, this consists of a 12-foot paved sidewalk in commercial areas and a six-foot sidewalk and six-foot planting strip between the curb and the sidewalk in residential areas. All the signalized intersections provide marked pedestrian crossings, and there are additional unsignalized pedestrian crossings at SE 30th, 31st, 41st and 47th Avenues.

- A – The pro-time lanes allow travel in the peak period and on-street parking the rest of the day.
- B – Division has frequent transit service and many transfer opportunities.



The Division corridor is very accessible by bicycle.

SE Division is classified by the City as a City Bikeway from SE 52nd east to the city limits, although no bike lanes exist. Parallel bike boulevards are located to the north on SE Lincoln/Harrison and to the south on SE Clinton/Woodward. An important bicycle connection is located on SE Ladd/SE 21st through the 7 Corners intersection.

Alternatives Analysis

A number of alternatives for the corridor were analyzed and discussed by the Community Working Group (CWG) and the public. The goal of the alternatives analysis was to see to what extent the pro-time lanes could be removed or modified to allow for improved pedestrian amenities and to slow traffic. The community also identified a number of specific changes at five nodes.

Corridor Alternatives

At the April 2 Open House the community weighed in on the following corridor alternatives.

- **Alternative 1:** Improve signal timing and add pedestrian improvements between SE 28th and 60th.
- **Alternative 2:** Improve signal timing, remove pro-time lanes between 20th and 28th Place, add pedestrian improvements between 20th and 60th.
- **Alternative 3:** Improve signal timing, change cross-section between 11th and 28th Place to two travel lanes and a center turn lane, add pedestrian improvements between 11th and 52nd, add bicycle lanes between 52nd and 60th.

The community response was divided. Approximately 35 percent supported Alternatives 1 and 2, and about 21 percent supported Alternative 3. The remainder didn't favor any of the alternatives.



Node Improvements

At the April 2 Open House, the following improvements were proposed for five nodes.

11th and 12th

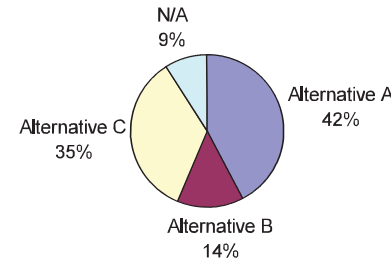
11th and 12th and Division: Remove three on-street parking spaces between 7 AM and 6 PM weekdays (currently the spaces are posted no-parking between 7 and 9 AM and 4 to 6 PM). About 75 percent respondents supported the proposal.

7 Corners

(Division/Ladd/20th/21st): 3 options

- A: Improve signal timing and add pedestrian improvements
- B: Add pedestrian improvements and remove 21st from the signalized intersection (stop sign control only)
- C: Replace signals with either a single or double roundabout

7 Corners Alternative Liked Best



The community response did not indicate majority support for any of the alternatives: 42 percent supported A, 14 percent supported B, and 35 percent supported C.

39th Avenue

39th and Division: Add protected/permissive left turns from Division to 39th. Over 90 percent of respondents supported the proposal.

42nd Avenue

The Curve at 42nd and Division: Add a landscaped median, redesign the curve to reduce speeds, add two pedestrian crosswalks through the median, and widen sidewalk on south side of Division. Almost 90 percent of respondents supported the proposal.

50th Avenue

50th and Division: Add curb extensions on the southeast and northwest corners of the intersection to reduce crossing distances. Approximately 84 percent of respondents supported the proposal.

A – Removing three parking spots in front of Genie’s would help traffic flow at SE 11th.

B – The community was split over the proposed changes for Seven Corners.

C, D – The Curve at 42nd as it is now, and the Curve as it *could be*, with landscaped median and new pedestrian crossings.

New Corridor Alternatives

Based on the results of the previous workshop and input from the Community Working Group (CWG), two new corridor alternatives were generated. The two new alternatives were modeled and evaluated based on a number of key considerations. The CWG evaluated all of the alternatives on the table and heavily favored the new alternative 2a and voted to carry it forward with two options for 7 Corners – the single roundabout and the pedestrian enhancements. The Technical Advisory Group (TAG) was supportive of these options, but there was also support for the new alternative 4.

- **Alternative 2a:** Eliminate the pro-time lanes completely; include signal timing and pedestrian improvements throughout the corridor.
- **Alternative 4:** Eliminate the pro-time lanes from 13th (north side) and 14th (south side) through 18th; add pedestrian improvements in this section and between 52nd and 60th.

Alternative 2a:

Eliminate the pro-time lanes completely, restore full-time parking between 12th and 28th and include signal timing and pedestrian improvements throughout the corridor.

Community Places: This alternative will ‘normalize’ the street, slowing traffic, making the street safer, maximizing on-street parking, and creating a more pedestrian-oriented main street. On the other hand, diversion of traffic, during peak hours, to other streets is likely to occur, primarily to parallel streets between 12th and 30th. While the exact magnitude of the diversion would depend on how the parallel streets operate, the worst case scenario could be 700-1000 vehicles in the 2-hour PM peak period diverting from Division.

Pedestrians: Alternative 2a improves access to transit and creates shorter crossing distances at curb extensions. The curb extensions increase sight distance between pedestrians and drivers. Because of the increase in congestion, there will be fewer gaps in traffic for pedestrians to cross but traffic will move very slowly.

Bicycles: Bicyclists currently use the pro-time lanes as de facto bike lanes during the peak hours. Removal of the lanes will slow peak hour traffic, which could make it more comfortable, but also more congested. If traffic volumes increase on Clinton to more than 3,000 vehicles per day due to diversion, the existing bike boulevard may need to be converted to bike lanes.

Transit: Transit travel times will increase along with increases in congestion. Additional bus zones may be needed to get buses out of traffic at bus stops to allow other vehicles to get through. To maintain frequent service, additional buses may be needed.

Vehicular Traffic:

- *AM Peak* – Significant queuing and congestion would be caused by the elimination of the second westbound travel lane between 12th and 28th. Queuing is forecast to extend to near 60th by the end of the AM peak hour. Back ups would occur at key north-south streets such as 20th/21st and 26th because vehicles have difficulty turning onto Division due to lack of gaps. The green time for side street traffic will be used by Division Street traffic for most of the cycle, leading to excessive queuing along most key north-south streets under this alternative.
- *PM Peak* – Significant queuing and congestion would be caused by the elimination of the second eastbound travel lane between 12th and 28th. Queuing is forecast to extend along Division to the west of 11th as well as along 11th north of Division. This congestion would affect intersecting streets similar to AM conditions. The 50th and 52nd intersections would continue to operate near capacity under optimized signal timing.

Parking: The elimination of pro-time lanes will result in approximately 225 on-street parking spaces being available full-time. The actual number could be less if more bus zones are

needed to allow buses to get out of the travel lane or where curb extensions are added. There could be a gain in on-street parking east of 28th where curb extensions replace bus zones, and a loss of on-street parking where curb extensions replace parking.

Alternative 4:

Eliminate the pro-time lanes from 13th (north side) and 14th (south side) through 18th and add pedestrian improvements in this section and between 28th and 52nd; add bike lanes between 52nd and 60th.

Community Places: This alternative will provide permanent on-street parking for a 5-block segment but not allow the full range of parking and pedestrian improvements that Alternative 2a provides. The 7 Corners area could not use curb extensions to reduce crossing distances on Division. Traffic would be slowed, but not as much as under Alternative 2a and diversion during the peak hours is not likely.

Pedestrians: Alternative 4 improves access to transit and creates shorter crossing distances at curb extensions for a 5-block segment. The curb extensions increase sight distance between pedestrians and drivers. No curb extensions would be added between 18th and 28th.

Bicycles: Bicyclists currently use the pro-time lanes as de facto bike lanes during the peak hours. Removal of the lanes will slow peak hour traffic, which could make it more comfortable but also more congested between 13th and 18th. Conditions would remain relatively unchanged between 18th and 28th. If bike lanes are added between 52nd and 60th, existing on-street parking would need to be removed along at least one side of the street.

Transit: Transit travel times will increase slightly. There will be improved access to transit at new curb extensions between 14th and 18th.

Vehicular Traffic:

- *AM Peak* – With signal timing and modifications at 39th, the westbound congestion and queuing would be limited to within the 42nd curve section, resulting in overall improved corridor operations for the eastern end of the corridor. This alternative is forecast to operate with moderate congestion between 12th and 28th.
- *PM Peak* – This alternative will operate with moderate congestion. Minor signal timing modifications would result in improved operations at all study area intersections except 20th and 52nd, which would be expected to operate with moderate operations and queuing.

Parking: There would be a gain of approximately 77 full-time on-street parking spaces between 13th and 18th, although some may need to be removed for new curb extensions. There would be a gain of on-street parking where curb extensions replace bus pullouts, but a loss of on-street parking where curb extensions replace parking.

Workshop Results

These two new alternatives were combined with the two most popular options for 7 Corners—the single roundabout and signal timing and pedestrian improvements (the CWG eliminated the double roundabout option).

Remaining 7 Corners Options

Roundabout Option

Replace signals with a single roundabout. The CWG was very interested in a roundabout as a way to create a special place at 7 Corners and incorporate a green area. A single roundabout would have many of same disadvantages as removing 21st from the signal, because 21st would be right-turn only into the intersection. Both buses and bicyclists would be inconvenienced. A double roundabout would address the needs of all modes to traverse the intersection, but significant costs are associated with acquiring additional land to accommodate the design. As a result, it was dropped from further consideration.

Enhanced Pedestrian Improvements Option

Improve signal timing and add pedestrian improvements. This alternative would allow the intersection to operate the same way it does today, but with more emphasis on pedestrian movements. The alternative would “tweak” signal timing to assure that pedestrians had adequate time to cross the street by adding “count down” signals, reconfiguring the Ladd/20th crossing, reducing the curve radius at the west side of 21st, and adding a crossing of Division in the middle of the intersection.

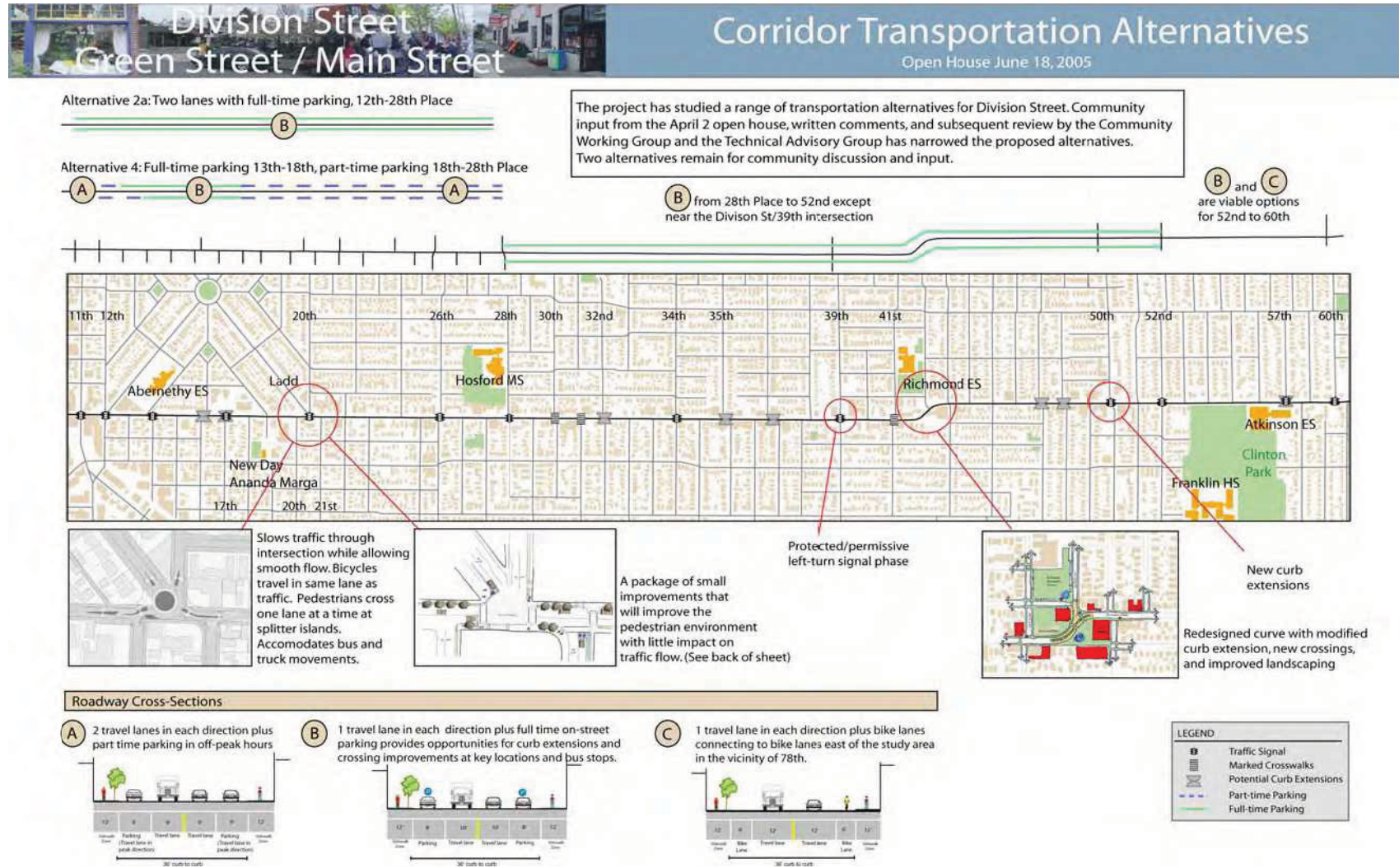
At the June 18 Workshop, the community voted on these four remaining options –

- 2a with a roundabout
- 2a with signal timing and enhanced pedestrian improvements including curb extensions
- 4 with a roundabout
- 4 with signal timing and enhanced pedestrian improvements

The results indicate the majority of workshop participants preferred the package of pedestrian enhancements for 7 Corners over the roundabout. Concerns were raised that the roundabout would not be friendly to pedestrians because there would be no signals to stop traffic. In addition, neither the buses nor the bicyclists would be allowed to follow their current northbound routes from SE 21st to Ladd.

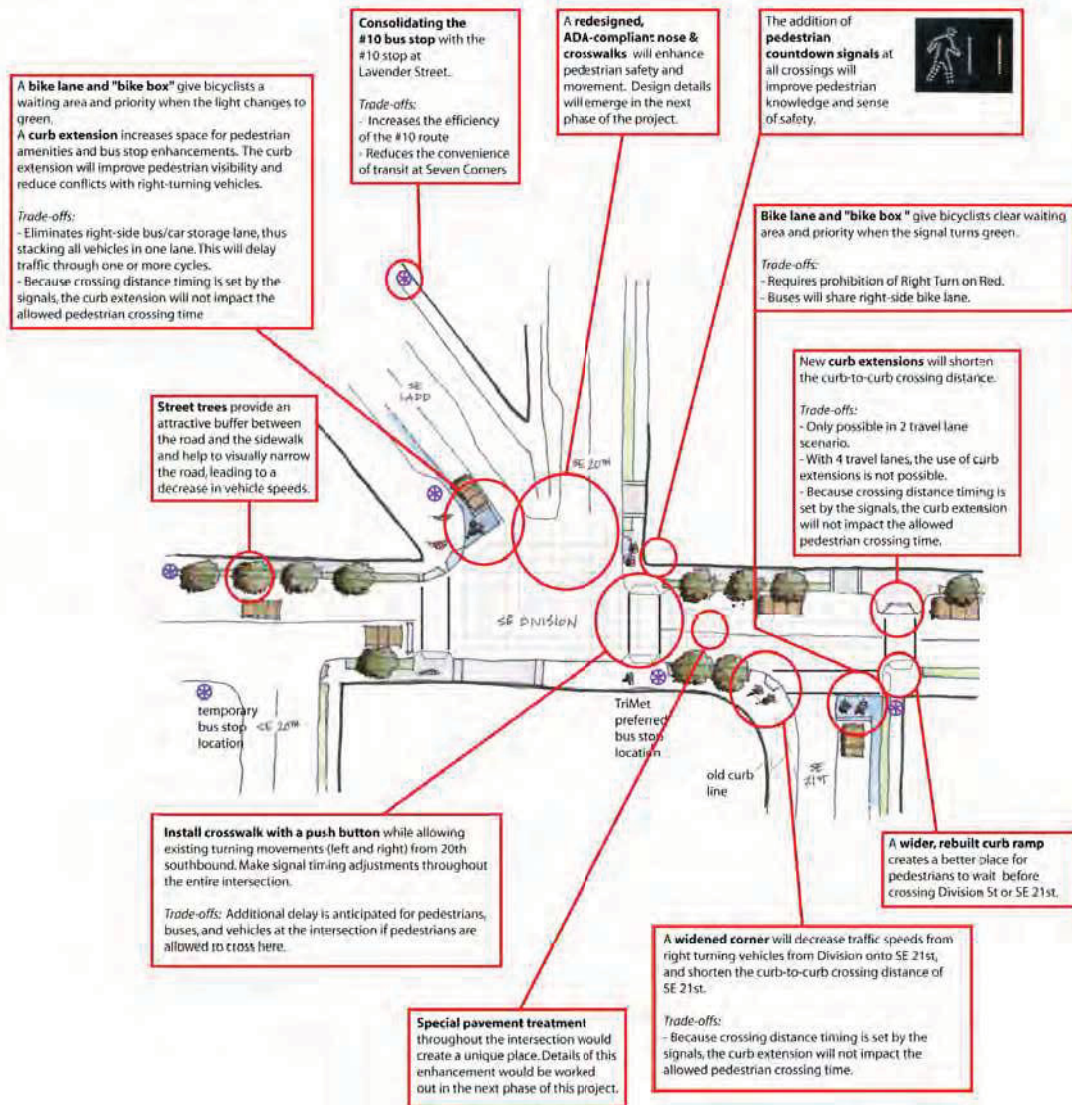
The vote was split on the corridor alternatives, although slightly more people voted for Alternative 4. Many people were concerned about potential congestion resulting from removing the part-time travel lanes entirely and the corresponding diversion onto nearby parallel neighborhood streets. Those who use Clinton as a bicycle boulevard felt strongly that any increased traffic on Clinton should be avoided. However, other community members felt that full-time parking along the full length of Division is better for businesses, makes the street more pleasant for pedestrians, and creates a more successful main street environment. Many participants feel that the part-time travel lanes are unsafe and confusing and should be removed to allow pedestrians to feel comfortable walking on Division.

A handout was distributed at the June 18 Workshop to illustrate the two corridor alternatives—2a and 4. The drawing also shows some of the node improvements, the location of new curb extensions, and marked pedestrian crossings.



A menu of potential pedestrian and bicycle enhancements show how 7 Corners could change. With Alternative 2a, curb extensions could be added to the pedestrian crossings on Division. If Alternative 4 is the preferred alternative, curb extensions are precluded because of the additional travel lanes.

Division Street 7 Corners Enhancement Package



Preferred Alternatives

Based on the voting at the workshop, two alternatives will be retained and will be the subject of additional analysis and discussion during the next phase of planning for Division street improvements. These alternatives are:

▪ **2a with signal timing and pedestrian improvements.**

Two travel lanes along the entire length of the corridor with full-time parking and curb extensions at locations between 11th and 60th, including at pedestrian crossings at 7 Corners. Add package of enhancements at 7 Corners for pedestrians and bicycles.

▪ **4 with signal timing and pedestrian improvements**

Eliminate pro-time (part-time) travel lanes from 13th (north side) and 14th (south side) through 18th and reinstate full-time parking; retain pro-time configuration through 7 Corners and out to 28th Place. Add curb extensions between 28th and 60th. Add package of enhancements at 7 Corners for pedestrians and bicycles except curb extensions.

The next phase of planning will also include further analysis on the feasibility of bicycle lanes between 52nd and 60th. This analysis will include evaluating whether bicycle lanes can be accommodated between 52nd and the existing lanes on Division that begin at 78th/ 80th. The analysis was deferred to the next phase because it was outside the scope of this project.



Implementation Strategies

This plan does not address every issue or solve every community concern. New challenges constantly arise and old challenges resurface. This plan is an attempt to guide future decisions and identify important opportunities for future work.

The following pages contain specific actions that implement the vision for Division. These flow directly from the project goals and objectives and are meant to inspire the community to make the vision a reality. Some actions will be accomplished by the City, but the most important actions are those that the community embraces and organizes energy towards accomplishing.

The City of Portland will continue to work with the community on plan implementation. Most significantly, the Office of Transportation will begin the Division Streetscape and Reconstruction Project in the spring of 2006. This planning process will identify and prioritize transportation, paving, green street and streetscape improvements between SE 6th and SE 60th. Public involvement for the streetscape and reconstruction project will continue and the Community Working Group will provide input and make recommendations for implementation.

Phase 1 construction of the Division Streetscape and Reconstruction Project will begin in 2007/08. Funds for the initial phase are available for work between SE 6th and SE 39th. Later phases of design and construction along Division Street will occur as funds become available.

Shared Economy

FOCUS COMMERCIAL ACTIVITY IN A SERIES OF VILLAGES.

- Orient redevelopment to block corners to help create meeting places.
- Create minor and major gateways using art, small plazas, or buildings to create the sense of entering a place.
- Revitalize existing commercial nodes with storefront enhancements: awnings, lighting, street furnishings, signage, and façade renovations.
- Survey local businesses to understand their shared needs and potential for growth.
- Address nonconforming uses through rezoning to either commercial or mixed use commercial.
- Explore the development of a storefront improvement program for business owners.
- Reinstate full-time parking between 13th and 28th where feasible.

INTEGRATE A VARIETY OF HOUSING FOR ALL LIFE STAGES.

- Rezone portions of the corridor to mixed-use commercial to encourage housing above commercial.
- Retain a mixture of residential and commercial zoning along corridor to encourage the retention and construction of a variety of housing types for all life stages.

SUPPORT A HEALTHY LOCAL ECONOMY.

- Develop an outreach program to local firms to encourage increased purchases from local suppliers.
- Develop a long-term investment strategy to carry this vision forward, possibly with Oregon Solutions.
- Work with the school district, Multnomah County, and others to identify economic opportunities associated with education and training, family health care, early childhood development programs, and after-school care.



A – Building entrance oriented to the corner
 B – Art as a gateway element
 C – Improved storefront



Clean and Green Environment

RESTORE AND MAINTAIN ENVIRONMENTAL HEALTH.

- Encourage the planting of street trees along Division where appropriate.
- Encourage additional landscaping on all properties along Division, particularly existing parking lots.
- Incorporate innovative stormwater treatments into the street's design and reconstruction.
- Assist property owners (nonprofits, private, and public) with early assessment of potential environmental contamination on sites and also with applying for state or federal grants for detailed assessments and remediation activities.
- Transform the 42nd Avenue curve with a landscaped median to reduce paved areas.

INTEGRATE GREEN INFRASTRUCTURE/BUILDING INTO THE URBAN LANDSCAPE.

- Build an educational stormwater garden on a school site.
- Develop Division Street as a focus area for pioneering green building and sustainable infrastructure innovations.
- Pursue incentives as a means to achieve quality design and encourage green infrastructure in new development.
- Consider pervious surfaces on private property and in the right-of-way.
- Create a "sidewalk zone" stormwater-friendly flyer for permit applicants illustrating low cost approaches to make sidewalk areas more stormwater friendly.
- Develop guidelines for future street improvements, incorporating green infrastructure where practical.

PROMOTE CLEANER ALTERNATIVES TO DRIVING.

- Install bike parking along the corridor, especially at commercial nodes.
- Evaluate the feasibility of bike lanes between 52nd and 60th as part of the next phase of planning for the corridor.
- Participate in PDOT's Eastside Hub activities, including walks and bike rides.
- Encourage businesses to offer TriMet trip tickets with purchases.
- Encourage neighborhood residents to telecommute.
- Encourage neighborhood residents and employees to shift one trip a week to a mode other than the single-occupant vehicle.
- Recruit neighborhood residents and employees to sign up for carpooling at www.carpoolmatchnw.com.

A – Pervious paving material test site on SE Rex Street
 B – Recent landscaping and street trees on Division
 C – Glencoe School rain garden

Healthy Community

COLLABORATE TO ACHIEVE A CONNECTED COMMUNITY.

- Promote participation in neighborhood associations, the Division-Clinton Business Association and the DivisionVision Coalition as opportunities for neighbors to come together and support efforts along and near Division Street.
- Provide pedestrian directional signage for neighborhood amenities (OMSI, river, parks, etc.).
- Enhance the connection to Clinton Street along SE 26th Ave with streetscape improvements.
- Promote the Annual Division/Clinton Street Fair.
- Develop a handout describing key components of the vision and plan for the community to share with prospective developers and also for the City to distribute in the permit counter.

ENCOURAGE WALKING AND BICYCLING FOR INDIVIDUAL AND COMMUNITY HEALTH.

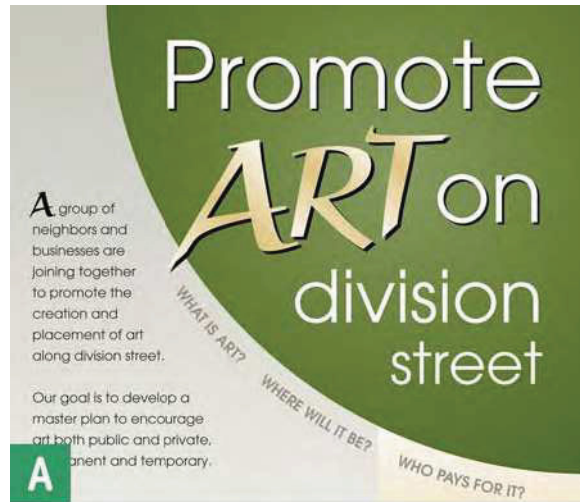
- Add curb extensions at the Division and 50th intersection to reduce crossing distances.
- Add curb extensions and marked crossings at key bus stops and crossing locations.
- Distribute biking and walking maps to neighborhood residents.
- Lead neighborhood walks and bike rides, and encourage people to lead healthy lifestyles.
- Encourage walking and biking to school – Safe Routes to School, biking and walking buses.
- Advocate for pedestrian, bicycle, transit and traffic calming improvements along Division Street and throughout the neighborhood.

CREATE A COMMUNITY THAT IS SAFE FOR ALL.

- Construct the proposed street improvements to enhance safety and access along Division for all modes – walking, cycling, transit, driving, and freight delivery.
- Encourage businesses to add lighting to façades and window displays to enhance the street at night.
- Work with PDOT to assess street lighting levels for traffic safety and pedestrian comfort, and add lighting where appropriate.
- Advocate for stronger police enforcement of “stop and stay stopped” laws.
- Work with the BTA to offer bicycle and pedestrian safety training for children at neighborhood schools.
- Create walking and bicycling “buses” to help children get to school safely.



A – Bike box on SE Clinton at 39th
 B – Pedestrian curb extension at Wild Oats to shorten crossing distances
 C – Walking school bus



Making a Place

EMBRACE AND FOSTER THE EDUCATIONAL LANDSCAPE.

- Increase the visibility of the schools near Division with signs and murals.
- Transform schools into community resources that can house social activities during off-hours.
- Incorporate kids into the community through arts and community events.
- Involve parents, nonparents, and the elderly in the school activities.
- Work with the school district to find ways to increase student achievement in all the schools in the corridor.
- Create an entrance to Abernethy School by enhancing the existing alley at 13th and Division.

FORGE A UNIQUE IDENTITY THAT UNITES THE DIVISION CORRIDOR.

- Establish an arts program that unites Division Street with music, performance, temporary installations, and public art.
- Incorporate functional art into the street's design and redevelopment.
- Find resources to develop and install artist-designed glass panels in TriMet shelters along Division Street.
- Consider installing street sign caps to establish an identity that links the entire corridor.
- Amend the City Transportation System Plan street design designation for Division to Main Street from 20th to 50th.
- Pursue innovative approaches to addressing building design concerns such as scale, context, quality of materials, and sustainable building techniques.

TAKE ADVANTAGE OF CULTURAL AND HISTORIC ASSETS – BUILDINGS, PLACES, AND PEOPLE.

- Encourage the renovation and reuse of buildings from the street's historic era to maintain the main street character of Division Street and develop a quality environment.
- Maintain and support the residential character of the neighborhoods surrounding Division.
- Use the realignment of Division at 42nd to create better pedestrian connections to Richmond School.
- Incorporate historical markers or other features that commemorate past events of importance such as the demise of the Mt. Hood freeway proposal.
- Explore opportunities to remove the large commercial billboards.
- Explore a Japanese-influenced rain garden at Richmond School to reflect its educational focus.

- A – Division residents promote art along the street
- B – Create new connection to Abernethy using existing right-of-way
- C – Ford building at 11th

Zoning Code Amendments

How to read this section

This section shows adopted changes to portions of the Zoning Code. Odd numbered pages show language with adopted changes. Generally, language added to the Zoning Code is underlined (example) and language deleted is shown in strikethrough (~~example~~).

Even-numbered pages contain commentary on the adopted changes. Commentary on the code changes is intended to describe legislative intent.

**CHAPTER 33.460
MAIN STREET CORRIDOR OVERLAY ZONE**

(Added by Ord. No. 174325, effective 5/5/00. Amended by: Ord. No. 178452, effective 7/10/04) (Previously, Natural Resource Zone, repealed by Ord. No. 163770, effective 2/8/91, and replaced by Chapter 33.435, Future Urban Zone.)

Sections:

General

- 33.460.010 Purpose
- 33.460.020 Short Name and Map Symbol
- 33.460.030 Where These Regulations Apply
- 33.460.040 Building Coverage

North Lombard Regulations

- 33.460.100 Additional Regulations in the CN1 Zone
- 33.460.110 Additional Standards in the R1 Zone
- 33.460.120 Minimum Density in the R1 Zone

Sandy Boulevard Regulations

- 33.460.200 Bonus Building Height
- 33.460.210 Transition Between Residential and Commercial Zones
- 33.460.220 On-Site Location of Vehicle Areas Along Sandy Boulevard in the CS Zone
- 33.460.230 Building Facades Facing Sandy Boulevard
- 33.460.240 Required Design Review

Division Street Regulations

- 33.460.300 Purpose
- 33.460.310 Additional Standards

General

33.460.010 Purpose

These regulations encourage higher density residential uses by allowing greater building heights, reducing required building coverage for residential development; and allowing more flexibility in site design. The intent of the zone is to provide transit-supportive levels of residential and mixed-use development along identified main streets.

33.460.020 Short Name and Map Symbol

The Main Street Corridor Overlay Zone is also referred to as the m zone, and is shown on the Official Zoning Maps with an "m" map symbol.

Code Commentary

.300 The Main Street overlay for SE Division was developed to address specific design concerns raised during the *Division Green Street/Main Street Plan* process. A subcommittee of the Community Working Group (CWG) met numerous times over the summer of 2005 to discuss various design concerns and the multitude of approaches that are available to address those concerns. This subcommittee was composed of CWG members and staff from the Bureau of Development Services and Bureau of Planning urban design group. The discussion of the subcommittee focused on the shortcomings of the design review process outside the Central City and Gateway. The group came to a common understanding that the design review process would add significant project costs and delays with limited improvement in design - largely due to the difficulties of achieving good design with standards designed to apply citywide. The group settled on crafting specific design standards as part of the main street overlay as the best way to achieve better design.

The challenge was then to address as many of the following goals articulated by the Community Working Group with clear and objective standards:

- Create guidelines to encourage creative infill that encompasses principles of **sustainability**, including diversity, green building, and design on the street, while leaving room for nonconformity;
- Find out what tools we can use to ensure **neighborhood input** into new development proposals;
- Learn how the neighborhood can ensure that new development fits in with the **context** of existing neighborhoods and buildings;
- Find out what tools we can use to **preserve structures** important to the neighborhood;
- Determine if there are ways to ensure **quality of design** in new development; and
- Find ways to ensure new development is made of **quality materials** and is built to last.

These standards apply to both commercial and residential development along Division. The "m" overlay is mapped on all CS, CM, and R1 zoned parcels within 100 feet of Division generally between SE 19th and SE 50th Avenues. The extent of the overlay is patterned after the City's main street designation in conformance with Metro's 2040 Growth Concept.

.310 A One unique urban design element along SE Division is the orientation of numerous storefront buildings to the corner with a main entrance. The planning process identified this as a possible requirement for new development as a means of activating street corners and providing a pedestrian-friendly environment. These standards are necessary because the Parking and Loading section of the code (Chapter 33.260) and the Transit Street regulations in Chapters 33.120 and 33.130 do not address activating the corner. The deficiency of these regulations is that buildings can orient away from the corner and have main entrances setback from the street.

In particular, the transit street main entrance standards (Section 33.130.242), as written, allow for an entrance 25 feet from the transit street and at an angle. This allows for the entrance to be at the side of a building facing a parking lot, rather than facing the transit street as is intended by the code. This is a citywide issue that is slated to be addressed in the Regulatory Improvement program. Once a citywide amendment is effective, this standard will be deleted from the Division main street overlay.

Referencing Subparagraph 33.130.215.B.1.d, Setbacks in a Pedestrian District, was a preferred method of achieving the corner orientation of a building without repeating lengthy code sections.



33.460.030 Where These Regulations Apply

The regulations of this chapter apply to sites in the Main Street Corridor Overlay Zone. Sections 33.460.010 through 33.460.040 apply to all sites in this overlay zone. Sections 33.460.100 through 33.460.120 apply to sites with frontage on North Lombard. Sections 33.460.200 through 33.460.240 apply to sites with frontage on Sandy Boulevard. Sections 33.460.300 through 33.460.310 apply to sites with frontage on Division Street.

33.460.040 Building Coverage

On sites in the CS zone, where 100 percent of the floor area of a building is in residential uses, the minimum building coverage is reduced to 40 percent.

Division Street Regulations**33.460.300 Purpose**

These regulations promote development that fosters a pedestrian- and transit-oriented main street and reinforces the pattern of older industrial, commercial, and residential buildings along the street. These regulations ensure that development:

- Activates Division Street corners and enhances the pedestrian environment;
- Steps down building heights to reduce the negative impacts of larger scale buildings on the adjoining single-dwelling zones;
- Is constructed with high quality materials in combinations that are visually interesting;
- Consists of retail that is small in scale; and
- Provides neighbors with the opportunity to give early input to developers on significant projects;

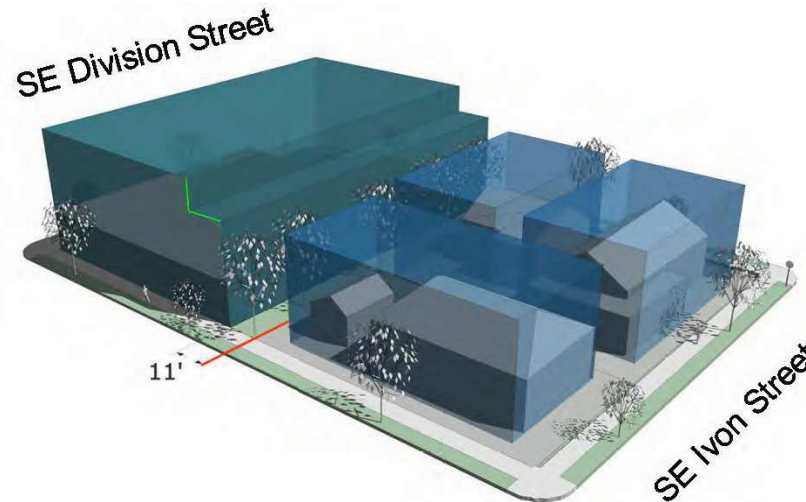
33.460.310 Additional Standards.

A. Reinforce the corner. This standard applies to all sites where any of the floor area on the site is in nonresidential uses. Where a site abuts both Division Street and an intersecting street:

1. Setbacks. The requirements of Subparagraph 33.130.215.B.1.d, Setbacks in a Pedestrian District must be met;
2. Main entrance. For portions of a building within the maximum building setback, at least one main entrance for each tenant space must:
 - a. Be within 5 feet of the façade facing Division Street; and
 - b. Either:
 - (1) Face Division Street; or
 - (2) Be at an angle of up to 45 degrees from Division Street, measured from the street property line.
3. Surface parking areas are not allowed within 40 feet of the corner.

Code Commentary

.310 B The compatibility of new development along SE Division with the existing residential neighborhoods was a common issue raised during the planning process. One tool the City has used successfully along other main streets to address the issue of scale is the step down of building height. This step down reduces the negative impacts of larger scale buildings on adjacent single-dwelling zones. Concerns were raised that the regulation would reduce the height on a significant portion of the site and therefore affect the development viability. The wording is such that this regulation applies generally to sites 100 feet deep or greater, since sites less than 100 feet deep are mostly commercial or R1 zones. It is also written so that it applies to R5 through R2.5 zones. This avoids any stepping down of height from buildings on either side on Division into the R1 zone. This regulation is in addition to and supportive of the existing setback requirements for development in commercial zones abutting residential that increase the setbacks with increases in height (Chapter 33.130, Table 130-4).



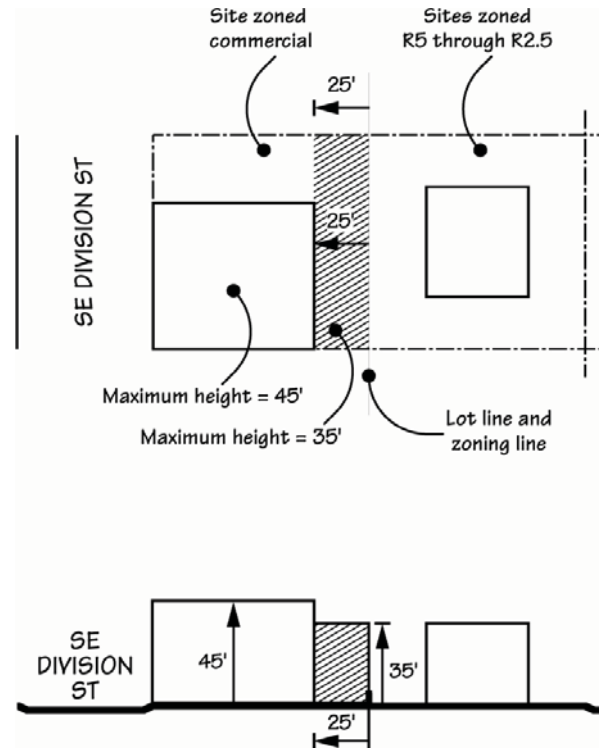
City Council amended this provision as a result of concerns raised by developers and property owners. Council adopted a compromise that was reached between the Community Working Group members, neighborhood folks, and property owners. The step down provision in the Community Design Standards and on other main streets has a height limit that is equal to the abutting residential zone. One problem with the R5 zoning is that the maximum height is 30 feet. A 30-foot height limit results in only 2 stories of buildable area within the 25-foot setback, using current building practices. Setting the height limit to 35 feet, rather than the height limit of the adjacent residential zone, ensures three stories of floor area. A second compromise was to allow railings on roof-top gardens by right. This allows decks and outdoor living space within the setback to mitigate for the loss of floor area. The regulation is written to address scale and privacy issues by ensuring that the railings do not exceed 3 ½ feet in height and are set back from the building edges.

A third amendment requested by a property owner allows privacy screens in the setback area between the individual fourth-floor residential units. The case was made that privacy screens are necessary for the salability of the units and therefore should be allowed by right (rather than through an adjustment). Again, the regulation is written to address scale and privacy issues by ensuring that the privacy screens do not exceed 6 feet in height and are set back from the building edges.

B. Height limits for sites abutting R5 – R.2.5 zones.

1. Generally. If a site has frontage on Division Street, on the portion of a site within 25 feet of a site zoned R5 through R2.5, the maximum building height is 35 feet.
2. Exceptions.
 - a. Railings may extend up to 3-1/2 feet above the 35-foot height limit if the railing is set back at least 4 feet from all roof edges.
 - b. Walls or fences designed to provide visual screening between individual roof-top decks may extend up to 6 feet above the 35-foot height limit if the visual screen is set back at least 4 feet from all roof edges.

Figure 460-4
Height limits on sites abutting R5 – R2.5 zones



Code Commentary

.310 C This standard is borrowed directly from the Community Design Standards and sets a minimum threshold for quality materials that are durable and meet certain aesthetics. If quality exterior materials are used in construction, the building is arguably more sustainable.

.310 D The community places a high value on retaining the local scale of retail along Division. Although this does not prohibit chain stores less than 10,000 square feet, it sends a message that the scale of retail along Division is local serving, rather than providing a regional draw. Supermarkets require larger floor area to provide local services and are exempt from this regulation.

.310 E The neighborhood contact requirement applies to new construction or major remodels along Division Street, triggered by a project size threshold of adding 5,000 square feet or more. This addresses a community concern that they often have no opportunity for input regarding even large-scale mixed use projects. Most development in Portland is not subject to discretionary design review or other discretionary land use review procedures, which are the primary mechanisms for public comment on development proposals.

This section would utilize the same neighborhood contact process (Section 33.730.045) currently required for proposals using the Community Design Standards. This neighborhood contact provision requires that applicants contact the relevant neighborhood association for a meeting, after which the neighborhood has 45 days in which to schedule a meeting. Neighborhood response to proposals presented at such meetings is advisory only and is not binding on the applicant. Some community members have related that meetings with developers who have voluntarily met with the community have provided the opportunity for community feedback, often resulting in improvements to the design of projects.

.263 The definition for supermarket is the same as the definition used in the Central City Plan District. For consistency, the definition was moved to the Definitions Chapter and deleted from the Central City Plan District.

- C. **Exterior finish materials.** Plain concrete, concrete block, corrugated metal, plywood and sheet pressboard are not allowed as exterior finish material, except as secondary finishes if they cover no more than 10 percent of the surface of each façade. This standard applies on all building façades. Items that are exempt from this standard are listed in Section 33.420.045, Exempt From Design Review.
- D. **Floor area for Retail Sales And Service.** Each individual Retail Sales And Service use is limited to 10,000 square feet of net building area. Supermarkets are exempt from this regulation.
- E. **Neighborhood contact.** Proposals meeting the following conditions are subject to the neighborhood contact requirement as specified in section 33.730.045, Neighborhood Contact Requirement. All of the steps in 33.730.045 must be completed before a building permit is applied for:
 - 1. The proposal does not involve a land use review, and
 - 2. The proposal will add more than 5,000 square feet of gross building area to the site.

OTHER CHANGES TO TITLE 33

**CHAPTER 33.510
CENTRAL CITY PLAN DISTRICT**

33.510.263 Parking in the Core Area

- 7. Adjustments to the maximum ratios.
 - b. Adjustments to the maximum ratio for supermarkets may be requested up to 2.0 spaces per 1,000 square feet of net building area; adjustments above 2.0 are prohibited. ~~A supermarket is a retail store with more than 20,000 square feet of net building area, selling a complete assortment of food, food preparation and wrapping materials, and household cleaning and servicing items.~~

**CHAPTER 33.910
DEFINITIONS**

Supermarket. A supermarket is a retail store with more than 20,000 square feet of net building area, selling a complete assortment of food, food preparation and wrapping materials, and household cleaning and servicing items.