

1st. Draft Revisions

~~FIRST DRAFT~~

URBAN RENEWAL PLAN FOR  
POWELL BOULEVARD REDEVELOPMENT  
AREAS 1 AND 2

Portland, Oregon

August, 1979

~~DRAFT~~

CITY OF PORTLAND  
DEVELOPMENT COMMISSION  
1500 S.W. First Avenue  
Portland, Oregon 97201

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## DEFINITIONS

The following definitions will govern word interpretations in this Urban Renewal Plan unless otherwise specified:

"Plan" means the Urban Renewal Plan for ~~the N. E. Union -~~ *Powell Boulevard Redevelopment*  
~~Mason Area.~~ *Areas 1 and 2.*

"Exhibit" means an attachment, either narrative or map, to the Urban Renewal Plan.

*"Urban Renewal or Area"*  
"Project Area" <sup>(s)</sup> means the area included within the boundaries of the Urban Renewal Plan ~~for the N. E. Union - Mason Area.~~

"Agency" means the Portland Development Commission which is the Urban Renewal Agency of the City of Portland, Oregon.

"City" means the City of Portland, Oregon.

"County" means the County of Multnomah, State of Oregon.

"State" means the State of Oregon.

"ORS" means Oregon Revised Statute (State Law) and specifically Chapter 457 thereof.

"Redeveloper" means any individual or group acquiring property from the Agency or receiving financial assistance for the physical improvement of privately or publicly held structures and land.

"Parcel" means an area of contiguous properties within the ~~project~~ area which is undivided by a public street right-of-way.



SECTION A - BOUNDARIES OF URBAN RENEWAL AREA

*Urban Renewal Plan for Powell Boulevard Redevelopment Areas (and 2*  
The ~~S. E. Powell Boulevard Urban Renewal Project Area~~ is completely located within the City of Portland, County of Multnomah, State of Oregon. The ~~project area~~ *Urban Renewal Plan* is divided into a number of separate ~~parcels~~ *Urban Renewal Areas*, the boundaries of which are described in Exhibit I - Boundary Description.

The Urban Renewal ~~Project~~ Areas shall include all private properties, public owned properties, and public rights-of-way within the above described boundaries. The ~~parcels~~ *areas* hereinabove described are to be considered as one distinct urban renewal ~~project~~ *Area* notwithstanding their description as separate ~~parcels~~ *Area*. The Urban Renewal ~~Project~~ *Area* Boundaries are illustrated in Exhibits II, III, and IV.

## SECTION B - GOALS AND OBJECTIVES OF THE URBAN RENEWAL PLAN

The goal of this Urban Renewal Plan is to improve the overall appearance, condition and function of the ~~Project Area~~ <sup>Urban Renewal</sup> by accomplishing the following specific objectives.

1. Eliminate blighting influences and conditions detrimental to the public health, safety and welfare <sup>in this area</sup> of the city.
2. Develop land uses which will help create a well balanced physical and economic environment, ~~and~~ which will encourage additional new development in this area of the city, <sup>and which will be compatible with the needs of the surrounding community.</sup>
3. Eliminate diverse ownership and other impediments to land disposition and development so as to achieve a more compatible land use and development pattern.
4. Consolidate inefficient, inadequate sized properties so as to provide for more efficient and desirable use of land.
5. Encourage good urban design of new developments so as to provide a visually appealing environment, and allow for harmonious blending of adjacent areas.

*This Urban Renewal Plan is proposed to help fulfill local objectives regarding appropriate land uses and improved traffic, public transportation, public utilities, recreational and community facilities and other public improvements relating to the S.E. Powell Boulevard Phase II Improvement Project. This Urban Renewal Plan meets eligibility requirements established under ORS 457 which are discussed in the Accompanying Report of Eligibility and Supporting Data.*

## SECTION C - PROPOSED RENEWAL ACTIONS

1. Agency Responsibility. Proposed renewal actions to be undertaken by the Agency in execution of this Urban Renewal Plan include actions permitted under Oregon Revised Statutes, Chapter 457, and may include but are not limited to:
  - a. Acquiring real property for assembly and sale or lease for redevelopment.
  - b. Modifying, improving, <sup>or</sup> constructing ~~or removing~~ public streets and utilities.
  - c. Relocating existing overhead private utilities and installing new private utilities underground.
  - d. Entering into cooperation agreements with other public agencies.
  - e. Entering into agreements with developers for development of uses compatible with the Urban Renewal Plan.
  - f. Developing a marketing program for the sale and redevelopment of parcels.
2. Other Responsibilities. In addition to the responsibilities and activities of the Agency set forth in this Urban Renewal Plan, the following governmental entities shall be responsible for carrying out the following actions directly related to, but not specifically a part of this Urban Renewal Plan.
  - a. The State, on behalf of the Agency, shall initially purchase all properties within each parcel of the Urban Renewal ~~Project Area~~, and shall then convey said properties to the Agency in accordance with an agreement between the State and the Agency. ~~attached hereto as Exhibit A.~~
  - b. The State, ~~without cost to the Agency,~~ shall do all relocation, demolition and land preparation for each parcel within the Urban Renewal ~~Project Area~~ as integral parts of the S. E. Powell Boulevard Phase II Improvement Project, in accordance with <sup>an</sup> ~~an~~ agreement between the State and the Agency. ~~attached hereto as Exhibit B.~~
  - c. The ~~City and/or State,~~ without cost to the Agency, shall do all improvements for street widening, public parking areas, earth berms, sound barriers, landscaping, utilities and all other above and below ground improvements within the new right-of-way of <sup>the</sup> ~~S. E. Powell Boulevard~~ adjacent to each parcel within ~~this Urban Renewal Project Area.~~



## SECTION D - LAND USE PLAN

1. Land Use Plan Map. The use and development of land in the ~~Project Areas~~ <sup>Urban Renewal</sup> is illustrated in Exhibits ~~III and IV~~ <sup>III and IV</sup>; Land Use Plan Map. The maps also identify ~~street rights-of-way to be retained, dedicated and/or vacated within the Project Area, and designates zoning categories within the Project Area.~~
2. Land Use Provisions and Building Requirements. The conditions, limitations and restrictions contained in this Urban Renewal Plan are in addition to any conditions, limitations and restrictions contained in the codes and ordinances of the City of Portland, and any other applicable laws regulating the use of land in the ~~Project Area~~ <sup>Urban Renewal</sup>. Where conflicts occur, the more restrictive regulation shall apply.
  - a. Land Uses Permitted. All properties within the Urban Renewal Areas of this Urban Renewal Plan shall be designated for commercial use. Uses permitted shall include those uses allowable in the following sections and chapters of Title 33, Planning & Zoning Code of the City of Portland as therein listed on the effective date of this Urban Renewal Plan.
    - 1) Group 1 uses and Group 2 uses of Section 33.42.020, Chapter 33.42, C2 General Commercial Zone.
    - 2) Chapter 33.40, C4 Local Commercial Zone.
    - 3) Chapter 33.38, C5 Limited Commercial Zone.
    - ~~4) Chapter 33.38, C5 Limited Commercial Zone.~~
  - b. Zones Established. <sup>Proposed</sup> All properties within ~~this Urban Renewal Plan shall be designated~~ <sup>The City of Portland shall be expected to designate by ordinance</sup> C2 General Commercial Zone, except that the south ~~(60) sixty~~ <sup>(80.5) eighty and one-half</sup> feet of Parcel 3, facing onto S. E. Rhine Street, shall be designated C2B General Commercial Buffer Zone, and shall conform with all provisions of these zones as described in Chapter 33, Planning and Zoning Code of the City of Portland.
  - c. Off-Street Parking. Regulations relating to off-street parking shall meet the requirements of Title 33; Planning and Zoning Code of the City of Portland, ~~except that there shall be no minimum number of parking spaces required, and the maximum number of parking spaces shall not exceed one space per 300 square feet of gross floor area, without regard for the number of employees.~~ <sup>as therein listed on the effective date of this Urban Renewal Plan.</sup> Large parking areas located on grade shall be divided into sections containing not more than ~~(10)~~ <sup>(15)</sup> ten parking spaces and shall be divided by at least a (5) five foot landscaped strip.

*as therein listed on the effective date of  
this Urban Renewal Plan.*

- d. Other Land Use Regulations for Permitted Uses. Regulations relating to, but not limited to, density, building height, lot coverage, setback, and off-street loading shall meet the requirements of Title 33; Planning and Zoning Code of the City of Portland, except that additional requirements or conditions may be imposed in this Urban Renewal Plan.
- e. Signs. Signing and identification of buildings, land areas, and facilities shall be considered as an integral part of any development; and plans and details shall be submitted with development plans.

Signs shall be permitted under the following conditions:

- 1) One detached identification sign shall be permitted at the primary entrance to each property or building. The sign shall identify only the uses on the premises, shall extend in height not more than (4) four feet from driveway grade, and shall extend not more than (6) feet in length.
  - 2) One attached exterior sign which pertains only to each use on the premises will be permitted. All signs must be attached flat against the wall of the building or to the face of a marquee and may not project above the roof line or wall coping, nor face directly upon a residential area.
  - 3) Signs may be illuminated, provided the illumination is properly focused upon the sign itself and prevents glare upon the surrounding areas.
  - 4) Signs with flashing, animated or intermittent illumination shall not be permitted.
  - 5) Red and green lighted signs shall not be permitted within (50) fifty feet of a signalized intersection.
  - 6) No sign shall be permitted to overhang streets, sidewalks, or any property line.
- f. Landscaping. Portions of sites not containing structures, including setback areas, and surfaced parking lots shall be appropriately landscaped and maintained. Within the *Urban* ~~Project Area~~ *Project Area*, a minimum (5) five foot landscaped buffer width shall be provided within all property boundaries abutting a lesser land use zone or use, and abutting all street rights-of-way. Plant materials for the landscaped buffer areas shall be of a maturity that desired visual

screening is obtained within one year of planting. Varieties and sizes of plant materials, other materials used, and design of landscape features shall receive special consideration in the Plan and Design Review procedure prescribed in this Section.

Trees with a (2) two inch minimum diameter shall be planted as follows:

- 1) Landscaped areas of ~~(80) eighty~~ <sup>(100) one hundred</sup> square feet or more shall have a minimum of one tree.
  - 2) One tree shall be planted within every (250) two hundred fifty square feet of continuous landscaped area.
  - 3) Trees shall be spaced at a distance not greater than ~~(30) thirty~~ <sup>50 fifty</sup> feet apart within landscaped areas.
- g. Fencing. Decorative fencing which is fully compatible with landscaped areas, to a maximum height of six (6) feet may be allowed around service areas and along abutting property lines when and if it can be demonstrated that it is in the best interest of safety and security.
- h. Vehicle Access. Each new development shall be limited to one customer access or curb cut, except that one customer entrance curb cut and one customer exit curb cut may be allowed if ~~each is separated by at least 120 feet and if~~ vehicle and pedestrian traffic safety is not impaired.

One service access ~~or~~ curb cut shall be allowed only where the service area is physically separated from the customer parking area.

Common access shall be utilized wherever possible to avoid excessive curb cuts. In no case shall ~~any~~ <sup>there be more than</sup> two curb cuts ~~be located closer than 120 feet apart.~~ <sup>for each new development.</sup>

- i. Noise Barrier. A continuous noise barrier <sup>of at least</sup> (8) eight feet in height from street grade shall be constructed within the full ~~east-west~~ <sup>east-west</sup> length of each ~~parcel~~ <sup>Urban Renewal Area</sup> in this Urban Renewal Project. The noise barrier may be made up of buildings, walls and landscaped earth berms, or a combination thereof. Buildings, walls and earth berms acting as noise barriers shall abut each other with no breaks whatsoever, so as to provide a continuous noise barrier the full length of each ~~parcel within the Project Area.~~ <sup>Urban Renewal Area.</sup>



All non-building walls ~~and all exterior building walls~~ acting as noise barriers shall meet an equivalent Sound Transmission Classification of (50) fifty, ~~including the effects of all windows and doors on this value.~~

All landscaped earth berms shall meet all other landscaping standards set forth in this Urban Renewal Plan.

- j. Plan and Design Review. No building within the ~~Project Area~~ <sup>Urban Renewal</sup> regardless of use, shall be constructed or other improvements made on or over any land subject to these controls, including public areas, until plans for such building or improvements shall have been submitted to and approved by the Urban Renewal Agency.

In reviewing architectural and landscape plans, the location, form and pattern of buildings and open spaces shall conform with the following design criteria;

- 1) Each building is to be harmonious with and complement adjacent buildings.
- 2) Landscaping shall enhance not only the buildings on the site, but also adjacent buildings and ~~sites~~ <sup>the surrounding area.</sup>
- 3) Size, locations, layout, and appearance of off-street parking and loading facilities shall not have any detrimental effect on the properties they serve or on adjacent properties.
- 4) Location and design of accessways to and from off-street parking and loading facilities shall not unduly disrupt pedestrian or vehicular traffic circulation on streets.

- k. Non-Discrimination. <sup>Urban Renewal Areas</sup> All properties, regardless of use, within the ~~project area~~ shall not be restricted as to the sale, lease, use, or occupancy upon the basis of color, race, religion, sex, or national origin.

- l. Exceptions or Variances. The Urban Renewal Agency may grant exceptions or variances which do not constitute a substantial change in the Urban Renewal Plan to any of the regulations prescribed in this Section, upon showing that granting the exception or variance is consistent with the intent of the Urban Renewal Plan and will not adversely affect other properties within or adjacent to the ~~Project Area~~.

Urban Renewal



3. Effective Period of Controls. The provisions and requirements prescribed in this Section shall be in effect for twenty (20) years from the date of approval of this Urban Renewal Plan by the City of Portland, except that the non-discrimination provision shall continue in perpetuity. The provisions and requirements, or any part of them, thereafter may be extended for additional, successive periods of ten (10) years by an instrument agreeing to such extension signed by the then owners of a majority of the land in the area, and recorded.

~~4. Applicability of Provisions and Requirements to Real Property Not to be Acquired. All provisions and requirements of this Section shall also apply to all real property within the Urban Renewal Plan area that are not to be acquired by the Urban Renewal Agency.~~

## SECTION E - PROJECT ACTIVITIES

1. Land Acquisition. Real properties to be acquired by the Urban Renewal Agency are identified on Exhibit ~~3s~~ <sup>3, 4 and VI</sup>; Property Acquisition Map(s). *Acquisition is anticipated to occur during 1980.*
2. Rehabilitation. There will be no <sup>structural</sup> ~~rehabilitation~~ <sup>under</sup> in this Urban Renewal ~~Project~~ <sup>Plan</sup> as all existing structures are to be removed by prior actions of the State as an integral part of the S. E. Powell Boulevard Phase II Improvement Project.
3. Public Improvements. Public facilities and utilities may be abandoned, modified, rerouted, improved or constructed within public rights-of-way, easements, or on public property as necessary to carry out this Urban Renewal Plan. These may include storm and sanitary sewer improvements, street lighting installation, landscaping, and street, curb and sidewalk improvements. The private utilities concerned will make such modifications and adjustments as may be required of them by the City of Portland to adequately serve development and meet the objectives of this Urban Renewal Plan.
4. Underground Utility Lines. If feasible, utility lines will be placed underground adjacent to all real properties which are to be acquired, except for surface mounted transformers and utility lines exceeding (50) fifty KV.  
  
~~Upon vacation of any street right-of-way, utility rights and easements therein shall be preserved unless the Urban Renewal Agency has made other arrangements for re-routing or removal of such facilities.~~
5. Temporary Project Improvements and Facilities. There are no temporary project improvements or facilities proposed.
6. Relocation. There will be no relocation in this Urban Renewal Project, as all relocation will have occurred by prior actions of the State as an integral part of the S. E. Powell Boulevard Phase II Improvement Project.

# Specific public improvements proposed in this Urban Renewal Plan include street, sidewalk and storm drainage improvements to S.E. Rhine Street and S.E. 80th. Avenue. These improvements are anticipated to occur during 1982 and 1983.

## SECTION F - LAND DISPOSITION

1. Property Disposition. The Agency is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property which has been acquired in accordance with the provisions of this Urban Renewal Plan.

All real property acquired by the Agency in the project area shall be disposed of for development for the uses permitted in the Plan at its fair re-use value for the specific uses to be permitted on the real property. Real property acquired by the Agency may be disposed of to any other public entity by the Agency in accordance with the Plan. All persons and entities obtaining property from the Agency shall use the property for the purposes designated in this Plan, and shall commence and complete development of the property within a period of time which the Agency fixes as reasonable, and to comply with other conditions which the Agency deems necessary to carry out the purposes of this Plan. *Property disposition is anticipated to occur during 1983 and 1984.*

To provide adequate safeguards to ensure that the provisions of this Plan will be carried out to prevent the recurrence of blight, all real property disposed of by the Agency, as well as all real property owned or leased by participants, shall be made subject to this Plan. Leases, deeds, contracts, agreements, and declarations of restrictions by the Agency may contain restrictions, covenants, covenants running with the land, rights of reverter, conditions subsequent, equitable servitudes, or any other provisions necessary to carry out this Plan.

2. Redeveloper's Obligations. Any redeveloper within the *Urban Renewal* ~~Project~~ *Area*, in addition to the other controls and obligations stipulated and required of him by the provisions of this Urban Renewal Plan, shall also be obligated by the following requirements:

- a. The redeveloper shall obtain necessary approvals of proposed developments from all Federal, State, and/or Local agencies that may have jurisdiction on properties and facilities to be developed within the *Urban Renewal* ~~Project~~ *Area*.
- b. The redeveloper and his successors or assigns shall develop such property in accordance with the land use provisions and building requirements specified in this Plan.
- c. The redeveloper shall submit all plans and specifications for construction of improvements on the land to the Agency for review and distribution to appropriate reviewing bodies as stipulated in this Plan and existing

City codes and ordinances. Such plans and specifications shall comply with this Plan and the requirements of existing City codes and ordinances.

- d. The redeveloper shall commence and complete the development of such property for the uses provided in this Plan within a reasonable period of time as determined by the Agency.
- e. The redeveloper shall not effect or execute any agreement, lease, conveyance, or other instrument whereby the real property or part thereof is restricted upon the basis of age, race, color, religion, sex, or national origin in the sale, lease or occupancy thereof.
- f. The redeveloper shall maintain developed and/or undeveloped property under his ownership within the area in a clean, neat, and safe condition in accordance with the approved plans for development.



## SECTION G - METHODS FOR FINANCING THE PROJECT

1. General Description of the Proposed Financing Methods. The Agency may borrow money and accept advances, loans, grants and any other form of financial assistance from the Federal Government, the State, City, County, or other public body, or from any sources, public or private, for the purposes of undertaking and carrying out the Project, or may otherwise obtain financing as authorized by ORS Chapter 457 and Chapter XV of the Charter of the City of Portland. Upon request of the Agency, the Council of the City of Portland may from time to time issue revenue bonds, certificates, or debentures to assist in financing the Project as provided by Section 15-106 of the Charter of the City of Portland.

The funds obtained by the Agency shall be used to pay or repay any costs, expenses, advancements and indebtedness incurred in planning or undertaking the ~~Project~~ *Urban Renewal Plan* or in otherwise exercising any of the powers granted by ORS Chapter 457 and Chapter XV of the Charter of the City of Portland in connection with carrying out the ~~Project~~ *Urban Renewal Plan*.

- ~~2. Self-Liquidation of Costs of Project. The Project may be financed, in whole or in part, by self-liquidation of the costs of the Project as provided in ORS 457.410 through ORS 457.450. The ad valorem taxes, if any, levied by a taxing body upon the taxable real and personal property situated in the project area, shall be divided as provided in ORS 457.440. That portion of the taxes representing the levy against the increase, if any, in true cash value of property located in the Project Area, or part thereof, over the true cash value specified in the certificate of amendment to the certificate filed under ORS 457.430, shall, after collection by the tax collector, be paid into a special fund of the Agency and shall be used to pay the principal and interest on any indebtedness incurred by the Agency to finance or refinance the project.~~
- ~~3. Prior Indebtedness. Any indebtedness permitted by law and incurred by the Agency or the City in connection with pre-planning for this Urban Renewal Plan may be repaid from tax increments from the project area when and if such funds are available.~~

## SECTION H - OTHER PROVISIONS

1. Citizen Participation. The activities and projects identified in this Urban Renewal Plan, the development of subsequent plans and regulations, and the adoption of amendments to this Plan shall be undertaken with the participation of citizens, ~~owners, and tenants as individuals and organizations with interests in the Project Area.~~ *in the vicinity of the Urban Renewal Areas.*
2. Conformance with City General Plan. The land use provisions and land requirements set forth in this Urban Renewal Plan have been specifically designed to accomplish the redevelopment of the area in accord with sound city planning principles and objectives.

This Urban Renewal Plan is in conformity with the General Plan of the City as a whole relative to the improvement of the S. E. Powell Boulevard Corridor. This Urban Renewal Plan is based on Resolution 32360 of the City Council of the City of Portland, Oregon, on February 8, 1979, approving the design for improvements to Powell Boulevard Phase II as defined by Build Alternative 2 of the Draft Environmental Impact Statement for Powell Boulevard Phase II. As necessary, zone changes, conditional use approvals and street vacations will be effected in compliance with the Planning and Zoning Code of the City of Portland.

*This Urban Renewal Plan also is in conformance with the Comprehensive Economic Development Strategy of the City of Portland.*

SECTION I - PROCEDURE FOR CHANGES IN THE APPROVED URBAN RENEWAL PLAN

After approval of this Urban Renewal Plan by the City Council of the City of Portland, the provisions of the Plan may be changed or modified only by formal written amendment duly approved and adopted by the Urban Renewal Agency; provided, that if the amendment in question involves any ~~material or~~ substantial change in any of the provisions of the Plan, such amendment shall also be approved in accordance with the requirements of State ~~and Federal~~ law and regulations. *For purposes of this section, a substantial change shall be any change in acquisition, land use or area boundaries.*



EXHIBIT I - BOUNDARY DESCRIPTION

*Urban Renewal  
Redevelopment Area*

Parcel 1:

Beginning at the intersection of the new south right-of-way line of S. E. Powell Boulevard and the east right-of-way line of S. E. 57th Avenue north of Powell extended, thence east 507 feet more or less to the intersection of S. E. 59th Avenue extended, thence south 70 feet more or less, thence west 507 feet more or less to the intersection of S. E. 57th Avenue north of Powell extended, thence north 70 feet more or less to the point of beginning; thereby incorporating the remaining portions of lots 1 through 11 of Block 1, Strangs Addition and the remaining portions of lots 4 through 7, of Block 1, Mistletoe Addition, within ~~Parcel 1~~.

*Urban Renewal  
Redevelopment Area*

Parcel 2:

Beginning at the intersection of the new south right-of-way line of S. E. Powell Boulevard and the west right-of-way line of S. E. 80th Avenue, thence east 304 feet more or less, thence south 10 feet, thence east 247 feet more or less to the west right-of-way line of S. E. 82nd Avenue, thence south 40 feet more or less, thence west 79 feet more or less, thence south 130 feet more or less to the south right-of-way line of S. E. Rhine Street, thence west 472 feet more or less to the southwest corner of the intersection of S. E. Rhine Street and S. E. 80th Avenue, thence north 180 feet more or less to the point of beginning; thereby incorporating the remaining portions of lots 1 through 12 and all of lots 13 through 22 of Block 1, Wapello Park and the portions of S. E. 80th Avenue and S. E. Rhine Street adjacent thereto, within ~~Parcel 2~~.

*Area*

1st Draft Revisions

-- FIRST DRAFT --

ACCOMPANYING REPORT  
OF  
ELIGIBILITY AND SUPPORTING DATA  
TO THE  
URBAN RENEWAL PLAN FOR  
POWELL BOULEVARD REDEVELOPMENT  
AREAS 1 AND 2

Portland, Oregon

August, 1979

~~DRAFT~~

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## SECTION A - INTRODUCTION

This <sup>U</sup>urban <sup>R</sup>renewal <sup>Plan</sup>project is proposed <sup>in conjunction with</sup> as a part of the Powell Boulevard Phase II Street Improvement Project. The urban renewal project will be undertaken to achieve an organized pattern of commercial redevelopment along the south side of Powell Boulevard between S. E. 50th and S. E. 82nd avenues.

<sup>The primary</sup> ~~One~~ objective of <sup>this U</sup>the <sup>R</sup>urban <sup>Plan</sup>renewal project is to integrate redevelopment with the design of the street improvements and land uses on the north side of the street. Other objectives are to encourage unified redevelopment of the cleared land within a reasonable time following the completion of the street improvements and to redevelop neighborhood-oriented businesses on Powell as much as possible.

To <sup>help</sup>carry out these objectives, <sup>other</sup>the City of Portland <sup>agencies and bureaus</sup>proposes to ~~undertake a land use improvement program at the same time that the Oregon Department of Transportation improves the street.~~ Under this program, the city will rezone parts of the south side of the street, apply design controls to new development, and provide guidance to businesses displaced by the street improvement project.

<sup>Urban Renewal Plan</sup>The ~~program~~ will include <sup>activities</sup>an urban renewal ~~project~~ to acquire vacant remnant properties left over from the street improvement project where ownership is fragmented, assemble them into economical developable parcels, and sell them for specified redevelopment.

## SECTION B - ELIGIBILITY REQUIREMENTS

Oregon State law regarding urban renewal (Oregon Revised Statutes, Chapter 457) requires that certain conditions exist in an area before it is eligible for designation as an urban renewal project. Basically, an area must be blighted. State law defines "blighted areas as areas which, by reason of deterioration, faulty planning, inadequate or improper facilities, deleterious land use or the existence of unsafe structures, or any combination of these or other factors, are detrimental to the safety, health or welfare of the community."<sup>1</sup>

For purposes of this ~~Urban Renewal Project~~ <sup>Urban Renewal Plan</sup>, "a blighted area is characterized by the existence of one or more of the following conditions" ~~excerpted from ORS 457.010 and deemed applicable to this Urban Renewal Plan.~~

1. An economic dislocation, deterioration or disuse of property resulting from faulty planning;
2. The division or subdivision and sale of property or lots of irregular form and shape and inadequate size or dimensions for property usefulness and development;
3. A prevalence of depreciated values, impaired investments and social and economic maladjustments to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of public services rendered;
4. A growing or total lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety, and welfare."<sup>1</sup>

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<sup>1</sup> ORS 457.010



## SECTION C - SUMMARY OF ELIGIBILITY

Urban renewal of specific ~~parcels~~<sup>areas</sup> along S. E. Powell Boulevard is being undertaken for the purpose of assembling and providing for redevelopment of a number of properties of inadequate size and dimensions for property usefulness and development which will result from property ~~taking~~<sup>acquisition</sup> and street widening in the Powell Boulevard Phase II Street Improvement Project.

The Oregon Department of Transportation has determined that it can only acquire the portions of properties required for the actual street widening and improvements. The property ~~taking~~<sup>acquisition</sup> for street widening will be of a depth which will require the State to acquire and demolish all structures and to relocate all residents and businesses.

As a result of the street widening and improvement project, undeveloped vacant properties of diverse ownership and inadequate size and dimensions will remain. This will result in a prevalence of depreciated values, impaired investments and economic maladjustments to such an extent that the capacity to pay taxes ~~will~~<sup>may</sup> be reduced and tax receipts ~~will~~<sup>may</sup> be inadequate for the cost of public services rendered. It will also create a lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety and welfare. Acquisition of these properties, and assembly of them into larger parcels for redevelopment will provide for better utilization of the areas, increased investments, and result in productive re-use of the land.

Because these parcels are proposed to be redeveloped for ~~business~~<sup>commercial</sup> uses, additional employment opportunities will be created in the City. Redevelopment of these parcels will also provide increased business services for adjacent residential neighborhoods.

- # It is expected that the areas within this Urban Renewal Plan, when redeveloped, will provide increased tax valuation and property tax revenues, 1) over and above that generated by current development and, 2) over and above development which would possibly take place if these sites were not developed through an urban renewal plan.
- # It is concluded, in Section I - Financial Analysis and Schedule, that adequate funding sources are available or will become available to finance this Urban Renewal Plan.

## SECTION D - POWELL BOULEVARD CORRIDOR BACKGROUND

The following description is summarized from the Powell Boulevard-Phase II; Draft Environmental Impact Statement; Oregon Department of Transportation; April, 1978.

From Portland's earliest days, Powell Boulevard, designated the Mt. Hood Highway No. 26, connected downtown Portland with eastern Multnomah County and Mt. Hood. The through-traffic carrying role of Powell has been de-emphasized in recent years to enhance its capability of serving the local traffic needs of adjacent residential neighborhoods.

Until 1974, a new freeway was planned along Powell Boulevard. The concept of an improved trafficway leading from downtown Portland through the southeast residential areas and into east Multnomah County began with the 1955 expressway system plan recommended by the Oregon State Highway Department, now the Oregon Department of Transportation (ODOT). This proposal became known as the Mt. Hood Freeway. In 1969, a corridor following Division Street and Powell Boulevard was adopted and made part of the Federal Interstate Highway System. It was then included in the Portland-Vancouver Metropolitan Area Transportation Study plan adopted in 1971.

Plans for the Mt. Hood Freeway were later dropped and replaced by an alternative approach to handling east-west regional through traffic in the east metropolitan area. The City of Portland, Multnomah County, and the Columbia Region Association of Governments (CRAG) acted to withdraw the freeway from the interstate system in 1974; this was completed in 1976. In the meantime, CRAG adopted the Interim Regional Transportation Plan in 1975. This plan did not include a freeway through southeast Portland and designates Powell Boulevard a principal arterial. This reflects the objective of routing regional through trips around rather than through southeast Portland and improving southeast arterials to serve mainly local traffic. This objective is also reflected in the Portland Arterial Streets Classification Policy adopted in 1977, which views the role of Powell Boulevard as carrying moderate volumes of mainly local traffic.

Planning for the proposed improvements to Powell Boulevard began in 1975 when it became evident that the Mt. Hood Freeway would not be built. The original proposal was to make Powell a four-lane boulevard from the Ross Island Bridge to S. E. 82nd Avenue, with planted medians, parking strips, left-turn refuges, and a new signal system.

The street improvements to Powell Boulevard are being financed by the state and federal governments. The Federal Highway Administration (FHWA) is paying about 86 percent of the cost and ODOT the remainder. The FHWA money comes from a fund for regional transportation projects to which the money originally allocated for the Mt. Hood Freeway was transferred in 1976.



In 1976, the project was divided into two phases, with Phase I extending from the bridge to 50th Avenue. Phase I is under construction and is scheduled to be completed in 1980. Project development for Phase II was initiated with a public meeting in the spring of 1977. Three build alternatives and a No-build alternative were considered and assessed in the "Draft Environmental Impact Statement - Powell Boulevard Phase II," April, 1978.

On February 8, 1979, Portland City Council passed a resolution approving the design of "Build Alternative 2" for the Powell Boulevard Improvement Project - Phase II. This resolution is attached as Exhibit II.

The intent of Alternative 2 is to integrate with the traffic improvements, features to protect and enhance neighborhood livability by addressing traffic noise, commercial "strip development," local access, parking, and pedestrian and bicycle safety.

The right-of-way will be 90 feet wide in some places, 110 feet wide in other places, and 160 feet wide in others. It will accommodate two travel lanes in each direction and a raised, planted median with left-turn refuges in the center. Fifteen feet is allowed on both sides of the roadway for sidewalks, street trees, and bus turn-outs. No parking will be allowed on the roadway. Frontage roads on the south side will be designed to: a) line up and control access to streets crossing Powell Boulevard; b) provide access to parking areas; and c) provide for "U"-turn movements. Barriers will be provided on the south side to buffer residential properties from the street. Redevelopment of commercial land uses on the south side will be limited to the areas shown on Exhibit ~~III~~ <sup>IV</sup>.

The purpose of limiting commercial redevelopment on the south side of the street is to concentrate and organize commercial uses and ensure that adjacent residential uses are adequately buffered from the street (the design aims at integrating new commercial structures with noise barriers to provide a continuous buffer). In all cases, redevelopment areas will be cleared for the street widening. However, ODOT does not have the legal authority to purchase these areas, although it can purchase the land needed for the parking areas shown.

~~Exhibit III~~

Powell Boulevard Corridor Objectives and Design Directives are listed in Exhibit III.

## SECTION <sup>E</sup> - POWELL BOULEVARD CORRIDOR EXISTING CONDITIONS & PROBLEMS

The following description is summarized from the Powell Boulevard-Phase II; Draft Environmental Impact Statement; Oregon Department of Transportation; April, 1978.

### 1. Land Use

The general area around Powell Boulevard between 50th and 82nd is predominantly residential, with strips of commercial and mixed commercial-residential uses along Powell. Most residential uses are single-family, but there are also some duplexes and apartments. Overall density is about 12 people per gross acre west of 82nd and 8 people per gross acre east of 82nd. The zoning immediately adjacent to Powell along the entire project corridor is mainly general commercial. Beyond this strip, the zoning is generally single-family residential. Powell Boulevard is an important physical feature to the neighborhoods along it. In addition to being a neighborhood boundary and a major access route, it is the location of many of the locally oriented businesses serving the neighborhoods, especially Foster-Powell and South Tabor. There are four small food markets along Powell, all of which report that large portions of their business comes from neighborhood residents, much of it walk-in. Because Powell carries heavy, fast-moving traffic and is particularly hazardous for pedestrians, it is also a barrier to movement between South Tabor and Foster-Powell and within Powellhurst.

### 2. Traffic

West of 50th Avenue, Powell Boulevard is the most heavily traveled east-west arterial in southeast Portland (30,000 to 35,000 vehicles per day). At 50th Avenue, where Foster Road begins, the traffic splits approximately in half, with 15,000 to 17,000 vehicles per day using Powell Boulevard and the same number using Foster Road. The existing volumes within the Phase II section of Powell are within the capacity of the existing roadway to provide tolerable levels of service. Congestion is limited to brief peak periods at a few locations such as 52nd Avenue and 82nd Avenue.

While service levels are tolerable, the traffic lanes in this section of Powell are narrow, creating hazards and restricting safe travel. Parking is permitted during off-peak hours, resulting in conflicts with through traffic and left turns. At the same time, a few businesses depend exclusively on on-street parking. During peak hours when parking is prohibited, buses occasionally block traffic in the curb lane while stopping to pick up or discharge passengers. Access to Powell is uncontrolled and most local street intersections are not aligned; conflicts between through traffic and local access movements occur frequently. The accident rate is relatively high--in both 1975 and 1976 the accident rate for the intersection at 82nd Avenue and the section immediately to the west was one of the highest in Oregon.

From a city planning point of view, Powell Boulevard is a blighting influence on the adjacent residential neighborhoods because of the dangerous pedestrian crossings, the conflicts between through traffic and local access, and the generally unsightly appearance of the corridor.

### 3. Socio-Economic

The potentially displaced firms on the south side of Powell Boulevard are generally oriented to the local community. About 26 percent feel the local community is their prime market area. Forty two percent of the potentially displaced businesses felt that over half their sales are to local neighborhood residents. The firms subject to displacement generally have high percentages of walk-in customers and little need for increased on-street parking. Most businesses in the area appear to be profitable. Relatively few appear to be marginal operations subject to high risk of business failure.

Families in the residential areas adjacent to Powell had a mean income of \$10,313 in 1969. Most family workers are in clerical, craft, and operative occupations. Services, manufacturing, and retail trade are the sectors in which most of the area's residents are employed. Unemployment varies significantly between the census tracts abutting or overlapping Powell. In 1970, the tracts on the western end of the study area had unemployment rates of about 7.0 percent, compared with rates of about 3.5 and 6.5 percent for the middle and eastern portions of the study area.

## SECTION <sup>F</sup>~~G~~ - REDEVELOPMENT POTENTIAL OF REMNANT PROPERTIES

This section summarizes the analysis of issues regarding remnant parcels redevelopment in conjunction with the Powell Boulevard Phase II Project. The following is summarized from the Powell Boulevard - Phase II; Commercial Redevelopment Under Alternative 2; CH2M-HILL; November, 1978.

One issue is whether redevelopment of the remnant properties will be likely within a reasonable time following completion of the street improvements. The parcels are small and shallow in depth, and access to them is limited. In some instances, west-bound traffic will have to travel more than a block past a parcel before being able to turn left onto the frontage road providing access to it. The visibility of the parcels from the street may be restricted by street landscaping, and the distance between some of the parcels and associated frontage road parking is greater than what is normally desirable.

After interviewing people experienced in public and private commercial redevelopment, it is concluded that, notwithstanding the disadvantages described above, all but three of the parcels are likely to redevelop privately within three years or so of completion of the street project. This conclusion is based on the following considerations.

1. The parcels meet several commonly used criteria for locating commercial development: Powell carries high traffic volumes, some of which is commuter traffic; traffic conditions are uncongested and are expected to remain good in the future; and the sites are on the "going home" side of the street.
2. The design and landscaping incorporated into the <sup>street improvement</sup> plan will make an attractive commercial environment.
3. Access to most of the parcels is either sufficient as is or can be improved by including driveways and small parking lots onsite.
4. The frontage road parking will tend to lower development costs by reducing the amount of onsite parking a developer might otherwise consider necessary.

The conclusion that most of the parcels will redevelop within a reasonable time does not mean that the sites are highly attractive or that all businesses will find them suitable. For many businesses, room to expand is important. For all retail stores, the more convenient the access and parking, the better. Businesses locating on the remnant parcels probably will be small and not highly sensitive to convenient access. Medium-to-large restaurants are unlikely candidates because the sites are small. Access will be insufficient for convenience markets or fast food outlets.

Another issue related to development potential is whether neighborhood-oriented businesses are likely to locate on the remnant parcels. Neighborhood-oriented businesses are of two types--those that serve day-to-day basic needs of community residents such as markets and drug stores, and those that serve more specialized needs but still cater mainly to local residents. Examples of the latter type along the south side of Powell Boulevard are a bicycle shop and an autoparts store. There are three small markets on the south side of the street--two convenience markets and one small, full-service market. All are independently owned. According to a survey conducted for the Draft Environmental Impact Statement, 41 percent of the businesses on the south side of the street serve mainly a local clientele.

In general, it is unlikely that existing neighborhood-oriented businesses displaced by the street project will be able to relocate on the remnant properties. The main constraint will be the need in most instances to temporarily relocate elsewhere while the street improvements are constructed. Displaced businesses are more likely to either move elsewhere permanently or discontinue operations.

Nonetheless, the parcels are suitable for many types of businesses for which impulse visits and speed of service are less important. Examples are real estate, insurance, and professional offices, photography studios, and appliance repair shops. Some of the retail businesses now on the south side of Powell, e.g., an auto parts store, a bicycle store, and a carpet store, might also find the sites attractive.

The three parcels which are considered unlikely to redevelop privately are:

1. Between 52nd and 53rd Avenues.\*
2. Between 57th and 59th Avenues.
3. Between 80th and 82nd Avenues.

These parcels have poor accessibility and fragmented ownerships. The ownership of each of these sites is divided among three or more parties.\*

\* Note: The parcel between 52nd and 53rd avenues has since been consolidated into two ownerships and will be excluded from further consideration as unlikely to be redeveloped privately.

The parcel between 57th and 59th avenues is divided into nine ownerships, and the parcel between 80th and 82nd avenues is divided into seven ownerships.



After right-of-way acquisition, each of the other sites is expected to be in one <sup>of two</sup> ownership. Assembling the above described parcels is considered necessary to enable redevelopment within a reasonable time following completion of the street project. ~~Since the sole purpose of acquiring properties is to unify ownership where it is now fragmented, all other sites need not be purchased.~~

## SECTION G - DESCRIPTION OF URBAN RENEWAL AREAS

The Urban Renewal Areas are illustrated on Exhibits VI, VII and VIII. ~~At the~~

Urban Renewal Area 1 extends ~~from~~ approximately from S.E. 57th Avenue to S.E. 59th Avenue along the south frontage of S.E. Powell Boulevard. It is 70 feet wide by 507 feet long and contains 35,490 square feet. The area is divided into ~~9~~ <sup>9</sup> (nine) separate parcels with ~~7~~ <sup>7</sup> (seven) different owners. Individual properties range in size from <sup>one property of</sup> ~~approximately~~ 720 square feet up to <sup>one state owned property of</sup> ~~approximately~~ 9520 square feet.

All the properties are zoned C2-General Commercial and will not require rezoning for this Urban Renewal Plan.

Urban Renewal Area 1 has four single family homes and one real estate office within it. All of these structures will be acquired and demolished by the Oregon Department of Transportation for the street widening and improvement project.

No public improvements are contemplated within Urban Renewal Area 1.

The 7 or 8 properties are each about between 3,000 to 4,000 square feet in size.



¶ Urban Renewal Area 2 extends along the south frontage of S.E. Powell Boulevard from S.E. 80th Avenue to S.E. 82nd Avenue. It includes the entire block south to Rhine Street, except for an auto parts store <sup>on</sup> ~~at~~ the corner of 82nd and Rhine. The area is divided into 7 separate ownerships ranging in <sup>size</sup> ~~area~~ from ~~5,000~~ 5,000 square feet up to 33,000 square feet. Each separate ownership extends the full width of the block from Powell to Rhine. Some of the properties are as narrow as 43 feet <sup>wide</sup> by 130 feet deep.

¶ The south 80 feet of each property (facing Rhine Street) is zoned R5 - Single Family Residential. The north portion of each property (facing Powell) is zoned C2 - General Commercial or M3 - Light Manufacturing. It is proposed by the Portland Planning Bureau that the R5 portion of ~~this~~ Urban Renewal Area 2 ~~be~~ be rezoned C2B - General Commercial Buffer to allow commercial development of the entire block while at the same time protecting residential development south of Rhine Street by requiring buffer landscaping and prohibiting access onto Rhine Street. This Urban Renewal Plan is based on the assumption that the above described zone change will be initiated and approved by the Portland City Planning ~~Commission~~ Commission.

- # There are a number of businesses on the properties within Urban Renewal Area 2. These will be acquired <sup>and/or relocated</sup> by the Oregon Department of Transportation ~~for the street widening and improvement project.~~ for the street widening and improvement project.
- # Public improvements contemplated within Urban Renewal Area 2 include street, sidewalk and storm ~~drainage~~ drainage improvements to S.E. 80th. Avenue and S.E. Rhine Street along the west and east edges of the Urban Renewal Area. These streets are not now improved.

**SECTION ~~H~~ - RELOCATION**

There will be no relocation required as a result of agency actions. All relocation of existing residents and businesses will be accomplished by the Oregon Department of Transportation as an integral part of the Powell Boulevard Phase II Street Improvement Project.



**SECTION I - FINANCIAL ANALYSIS AND SCHEDULE**

**A. Cost Estimates**

The estimated total costs of this proposed urban renewal project are as follows:

1. Property Acquisition <sup>1)</sup>	\$ 499,000
2. Acquisition Expenses <sup>2)</sup>	100,000
3. Administration Expenses, 1979-80 <sup>2)</sup>	60,000
4. Administration Expenses, 1980-84 <sup>2)</sup>	As may be required
5. Street, Sidewalk and Storm Drainage Improvements (SE. 80th. and S.E. Rhine)	<u>154,000</u>
	\$ 659,000
	<u>813,000</u>

**B. Funding Sources**

~~The current~~ <sup>Applicable</sup> sources of funding to pay the costs of this proposed urban renewal project are;

1. Housing & Community Development Block Grant for 1979-80 <sup>2)</sup>	\$ 659,000
2. Housing & Community Development Block Grants for 1980-84 <sup>2)</sup>	<u>154,000</u>
	As may be allocated
3. Future Land Sale Proceeds <sup>5)</sup>	As proceeds become available
	<u>813,000</u>
	\$ 659,000

**NOTES:**

- 1) A portion of these costs are expected to be recovered with the future sale of land parcels. Moreover, the value of the parcels upon resale is anticipated to be higher due to assembly of the remnant properties; improvements to Powell Boulevard and inflation.
- 2) As may be requested by the Agency to City Council to cover on-going administrative and property management costs prior to land resale.
- 3) Tax increment financing is not considered feasible for this Urban Renewal project. *Plan and is not anticipated to be used. If, however, it is shown at a later date to be feasible and needed to finance this Urban Renewal Plan, then this Urban Renewal Plan can be amended to incorporate tax increment financing provisions.*
- 4) Committed budget allocation.

**C. Schedule**

The anticipated completion dates for this proposed urban renewal project are as follows:

- 5) Proceeds from sale of land will be used to reimburse HCD allocations. At this time, no fair market value appraisals have been made for resale potential.

6) \$154,000 equals 1979-80 construction estimate of \$105,100 plus 10 percent annual inflation for 4 years.

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|--|----------------|
| 1. Adoption by City Council                                  | December, 1979 |
| 2. Land Acquisition  | December, 1981 |
| 3. Sale of Land for New Development                          | 1983-1984      |
| 4. New Development Completed                                 | 1984-1985      |
| 4. Public Improvements Completed (S.E. 80th. and S.E. Rhine) | 1984-1985      |
- D. Existing Assessed Land Values

The following current assessed land values and 1979-80 land property tax are included for reference only. The values are for entire lots as they exist at this time, and do not take into account the proposed severance for street widening. It is anticipated that assessed land values and land property tax will be reduced substantially after the severance for street widening.

	Current Assessed Value (Land Only)	1979-80 Property Tax (Land Only)
Urban Renewal Area Parcel 1 (57th to 60th)	\$ 123,240	\$ 2,960
Urban Renewal Area Parcel 2 (80th to 82nd)	\$ 233,370	\$ 5,600



SECTION J - BIBLIOGRAPHY

1. Powell Boulevard, Phase II; Draft Environmental Impact Statement; Volume I - Summary; Oregon Department of Transportation; April, 1978.
2. Powell Boulevard, Phase II; Draft Environmental Impact Statement; Volume II - Technical Reports; Oregon Department of Transportation; April, 1978.
3. Commercial Redevelopment Under Alternative 2; Powell Boulevard Phase II Project; CH2M-HILL; November, 1978.
4. Housing Market Analysis and Data Summary; City of Portland, Office of Planning and Development; September, 1978.
5. Neighborhood Profiles of the City of Portland; 1960-1970; City of Portland, Office of Planning and Development; July, 1978.
6. Comprehensive Economic Development Strategy; City of Portland, Office of Planning and Development; November, 1978.
7. Proposed Economic Development Policy; City of Portland, Office of Planning and Development; March, 1979.
8. Arterial Streets Classification Policy; City of Portland Planning Commission; April, 1977.
9. Lents Neighborhood Analysis; City of Portland, Bureau of Planning; March, 1978.
10. Foster-Powell Neighborhood Analysis; City of Portland, Bureau of Planning; March, 1978.
11. Oregon Revised Statute, Chapter 457; State of Oregon; 1979 Replacement Part.

1st. Draft

URBAN RENEWAL PLAN

for a portion of the

S. E. POWELL BOULEVARD AREA

Portland, Oregon

August, 1979

City of Portland  
Development Commission  
1500 S. W. First Avenue  
Portland, Oregon 97201

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## LIST OF EXHIBITS

EXHIBIT I	Project Boundary Description
EXHIBIT II	Project Areas Map
EXHIBIT III	Parcel 1 - Project Boundary Map
EXHIBIT IV	Parcel 2 - Project Boundary Map
EXHIBIT V	State-Agency Acquisition and Conveyance Agreement
EXHIBIT VI	State-Agency Relocation, Demolition and Land Preparation Agreement
EXHIBIT VII	Parcel 1 - Land Use Plan and Zone Designation Map
EXHIBIT VIII	Parcel 2 - Land Use Plan & Zone Designation Map
EXHIBIT IX	Parcel 1 - Property Acquisition Map
EXHIBIT X	Parcel 2 - Property Acquisition Map

## DEFINITIONS

The following definitions will govern word interpretations in this Urban Renewal Plan unless otherwise specified:

"Plan" means the Urban Renewal Plan for the N. E. Union - Mason Area.

"Exhibit" means an attachment, either narrative or map, to the Urban Renewal Plan.

"Project Area" means the area included within the boundaries of the Urban Renewal Plan for the N. E. Union - Mason Area.

"Agency" means the Portland Development Commission which is the Urban Renewal Agency of the City of Portland, Oregon.

"City" means the City of Portland, Oregon.

"County" means the County of Multnomah, State of Oregon.

"State" means the State of Oregon.

"ORS" means Oregon Revised Statute (State Law) and specifically Chapter 457 thereof.

"Redeveloper" means any individual or group acquiring property from the Agency or receiving financial assistance for the physical improvement of privately or publicly held structures and land.

"Parcel" means an area of contiguous properties within the project area which is undivided by a public street right-of-way.



## SECTION A - BOUNDARIES OF URBAN RENEWAL AREA

The S. E. Powell Boulevard Urban Renewal Project Area is completely located within the City of Portland, County of Multnomah, State of Oregon. The project area is divided into a number of separate parcels, the boundaries of which are described in Exhibit I - Boundary Description.

The Urban Renewal Project Areas shall include all private properties, public owned properties, and public rights-of-way within the above described boundaries. The parcels hereinabove described are to be considered as one distinct urban renewal project notwithstanding their description as separate parcels. The Urban Renewal Project Boundaries are illustrated in Exhibits II, III, and IV.

## SECTION B - GOALS AND OBJECTIVES OF THE URBAN RENEWAL PLAN

The goal of this Urban Renewal Plan is to improve the overall appearance, condition and function of the Project Area by accomplishing the following specific objectives.

1. Eliminate blighting influences and conditions detrimental to the public health, safety and welfare of the city.
2. Develop land uses which will help create a well balanced physical and economic environment, and which will encourage additional new development in this area of the city.
3. Eliminate diverse ownership and other impediments to land disposition and development so as to achieve a more compatible land use and development pattern.
4. Consolidate inefficient, inadequate sized properties so as to provide for more efficient and desirable use of land.
5. Encourage good urban design of new developments so as to provide a visually appealing environment, and allow for harmonious blending of adjacent areas.

## SECTION C - PROPOSED RENEWAL ACTIONS

1. Agency Responsibility. Proposed renewal actions to be undertaken by the Agency in execution of this Urban Renewal Plan include actions permitted under Oregon Revised Statutes, Chapter 457, and may include but are not limited to:
  - a. Acquiring real property for assembly and sale or lease for redevelopment.
  - b. Modifying, improving, constructing or removing public streets and utilities.
  - c. Relocating existing overhead private utilities and installing new private utilities underground.
  - d. Entering into cooperation agreements with other public agencies.
  - e. Entering into agreements with developers for development of uses compatible with the Urban Renewal Plan.
  - f. Developing a marketing program for the sale and redevelopment of parcels.
2. Other Responsibilities. In addition to the responsibilities and activities of the Agency set forth in this Urban Renewal Plan, the following governmental entities shall be responsible for carrying out the following actions directly related to, but not specifically a part of this Urban Renewal Plan.
  - a. The State, on behalf of the Agency, shall initially purchase all properties within each parcel of the Urban Renewal Project Area, and shall then convey said properties to the Agency in accordance with an agreement between the State and the Agency attached hereto as Exhibit A.
  - b. The State, without cost to the Agency, shall do all relocation, demolition and land preparation for each parcel within the Urban Renewal Project Area as integral parts of the S. E. Powell Boulevard Phase II Improvement Project, in accordance with agreement between the State and the Agency attached hereto as Exhibit B.
  - c. The City and/or State, without cost to the Agency, shall do all improvements for street widening, public parking areas, earth berms, sound barriers, landscaping, utilities and all other above and below ground improvements within the new right-of-way of S. E. Powell Boulevard adjacent to each parcel within this Urban Renewal Project Area.

## SECTION D - LAND USE PLAN

1. Land Use Plan Map. The use and development of land in the Project Area is illustrated in Exhibit \_\_; Land Use Plan Map. The map also identifies street rights-of-way to be retained, dedicated and/or vacated within the Project Area, and designates zoning categories within the Project Area.
2. Land Use Provisions and Building Requirements. The conditions, limitations and restrictions contained in this Urban Renewal Plan are in addition to any conditions, limitations and restrictions contained in the codes and ordinances of the City of Portland, and any other applicable laws regulating the use of land in the Project Area. Where conflicts occur, the more restrictive regulation shall apply.
  - a. Land Uses Permitted. Land uses permitted within this Urban Renewal Plan shall include those uses allowable in the following Sections and Chapters of Title 33, Planning and Zoning Code of the City of Portland.
    - 1) Group 1 uses and Group 2 uses of Section 33.42.020, C2 General Commercial Zone.
    - 2) Residential uses as described in Section 33.42.150 and Section 33.42.150, C2 General Commercial Zone.
    - 3) Chapter 33.40, C4 Local Commercial Zone.
    - 4) Chapter 33.38, C5 Limited Commercial Zone.
  - b. Zones Established. All properties within this Urban Renewal Plan shall be designated C2 General Commercial Zone, except that the south (60) sixty feet of Parcel 3, facing onto S. E. Rhine Street, shall be designated C2B General Commercial Buffer Zone, and shall conform with all provisions of these zones as described in Chapter 33, Planning and Zoning Code of the City of Portland.
  - c. Off-Street Parking. Regulations relating to off-street parking shall meet the requirements of Title 33; Planning and Zoning Code of the City of Portland, except that there shall be no minimum number of parking spaces required, and the maximum number of parking spaces shall not exceed one space per 300 square feet of gross floor area, without regard for the number of employees.

Large parking areas located on grade shall be divided into sections containing not more than (10) ten parking spaces and shall be divided by at least a (5) five foot landscaped strip.

- d. Other Land Use Regulations for Permitted Uses. Regulations relating to, but not limited to, density, building height, lot coverage, setback, and off-street loading shall meet the requirements of Title 33; Planning and Zoning Code of the City of Portland, except that additional requirements or conditions may be imposed in this Urban Renewal Plan.
- e. Signs. Signing and identification of buildings, land areas, and facilities shall be considered as an integral part of any development; and plans and details shall be submitted with development plans.

Signs shall be permitted under the following conditions:

- 1) One detached identification sign shall be permitted at the primary entrance to each property or building. The sign shall identify only the uses on the premises, shall extend in height not more than (4) four feet from driveway grade, and shall extend not more than (6) feet in length.
  - 2) One attached exterior sign which pertains only to each use on the premises will be permitted. All signs must be attached flat against the wall of the building or to the face of a marquee and may not project above the roof line or wall coping, nor face directly upon a residential area.
  - 3) Signs may be illuminated, provided the illumination is properly focused upon the sign itself and prevents glare upon the surrounding areas.
  - 4) Signs with flashing, animated or intermittent illumination shall not be permitted.
  - 5) Red and green lighted signs shall not be permitted within (50) fifty feet of a signalized intersection.
  - 6) No sign shall be permitted to overhang streets, sidewalks, or any property line.
- f. Landscaping. Portions of sites not containing structures, including setback areas, and surfaced parking lots shall be appropriately landscaped and maintained. Within the Project Area, a minimum (5) five foot landscaped buffer width shall be provided within all property boundaries abutting a lesser land use zone or use, and abutting all street rights-of-way. Plant materials for the landscaped buffer areas shall be of a maturity that desired visual



screening is obtained within one year of planting. Varieties and sizes of plant materials, other materials used, and design of landscape features shall receive special consideration in the Plan and Design Review procedure prescribed in this Section.

Trees with a (2) two inch minimum diameter shall be planted as follows:

- 1) Landscaped areas of (80) eighty square feet or more shall have a minimum of one tree.
  - 2) One tree shall be planted within every (250) two hundred fifty square feet of continuous landscaped area.
  - 3) Trees shall be spaced at a distance not greater than (30) thirty feet apart within landscaped areas.
- g. Fencing. Decorative fencing which is fully compatible with landscaped areas, to a maximum height of six (6) feet may be allowed around service areas and along abutting property lines when and if it can be demonstrated that it is in the best interest of safety and security.
- h. Vehicle Access. Each new development shall be limited to one customer access or curb cut, except that one customer entrance curb cut and one customer exit curb cut may be allowed if each is separated by at least 120 feet and if vehicle and pedestrian traffic safety is not impaired.
- One service access or curb cut shall be allowed only where the service area is physically separated from the customer parking area.
- Common access shall be utilized wherever possible to avoid excessive curb cuts. In no case shall any two curb cuts be located closer than 120 feet apart.
- i. Noise Barrier. A continuous noise barrier (8) eight feet in height from street grade shall be constructed within the full east-west length of each parcel in this Urban Renewal Project. The noise barrier may be made up of buildings, walls and landscaped earth berms, or a combination thereof. Buildings, walls and earth berms acting as noise barriers shall abut each other with no breaks whatsoever, so as to provide a continuous noise barrier the full length of each parcel within the Project Area.

All non-building walls and all exterior building walls acting as noise barriers shall meet an equivalent Sound Transmission Classification of (50) fifty, including the effects of all windows and doors on this value.

All landscaped earth berms shall meet all other landscaping standards set forth in this Urban Renewal Plan.

- j. Plan and Design Review. No building within the Project Area, regardless of use, shall be constructed or other improvements made on or over any land subject to these controls, including public areas, until plans for such building or improvements shall have been submitted to and approved by the Urban Renewal Agency.

In reviewing architectural and landscape plans, the location, form and pattern of buildings and open spaces shall conform with the following design criteria;

- 1) Each building is to be harmonious with and complement adjacent buildings.
- 2) Landscaping shall enhance not only the buildings on the site, but also adjacent buildings and sites.
- 3) Size, locations, layout, and appearance of off-street parking and loading facilities shall not have any detrimental effect on the properties they serve or on adjacent properties.
- 4) Location and design of accessways to and from off-street parking and loading facilities shall not unduly disrupt pedestrian or vehicular traffic circulation on streets.

- k. Non-Discrimination. All properties, regardless of use, within the project area shall not be restricted as to the sale, lease, use, or occupancy upon the basis of color, race, religion, sex, or national origin.

- l. Exceptions or Variances. The Urban Renewal Agency may grant exceptions or variances which do not constitute a substantial change in the Urban Renewal Plan to any of the regulations prescribed in this Section, upon showing that granting the exception or variance is consistent with the intent of the Urban Renewal Plan and will not adversely affect other properties within or adjacent to the Project Area.

3. Effective Period of Controls. The provisions and requirements prescribed in this Section shall be in effect for twenty (20) years from the date of approval of this Urban Renewal Plan by the City of Portland, except that the non-discrimination provision shall continue in perpetuity. The provisions and requirements, or any part of them, thereafter may be extended for additional, successive periods of ten (10) years by an instrument agreeing to such extension signed by the then owners of a majority of the land in the area, and recorded.
4. Applicability of Provisions and Requirements to Real Property Not to be Acquired. All provisions and requirements of this Section shall also apply to all real property within the Urban Renewal Plan area that are not to be acquired by the Urban Renewal Agency.

## SECTION F - LAND DISPOSITION

1. Property Disposition. The Agency is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property which has been acquired in accordance with the provisions of this Urban Renewal Plan.

All real property acquired by the Agency in the project area shall be disposed of for development for the uses permitted in the Plan at its fair re-use value for the specific uses to be permitted on the real property. Real property acquired by the Agency may be disposed of to any other public entity by the Agency in accordance with the Plan. All persons and entities obtaining property from the Agency shall use the property for the purposes designated in this Plan, and shall commence and complete development of the property within a period of time which the Agency fixes as reasonable, and to comply with other conditions which the Agency deems necessary to carry out the purposes of this Plan.

To provide adequate safeguards to ensure that the provisions of this Plan will be carried out to prevent the recurrence of blight, all real property disposed of by the Agency, as well as all real property owned or leased by participants, shall be made subject to this Plan. Leases, deeds, contracts, agreements, and declarations of restrictions by the Agency may contain restrictions, covenants, covenants running with the land, rights of reverter, conditions subsequent, equitable servitudes, or any other provisions necessary to carry out this Plan.

2. Redeveloper's Obligations. Any redeveloper within the Project Area, in addition to the other controls and obligations stipulated and required of him by the provisions of this Urban Renewal Plan, shall also be obligated by the following requirements:
  - a. The redeveloper shall obtain necessary approvals of proposed developments from all Federal, State, and/or Local agencies that may have jurisdiction on properties and facilities to be developed within the Project Area.
  - b. The redeveloper and his successors or assigns shall develop such property in accordance with the land use provisions and building requirements specified in this Plan.
  - c. The redeveloper shall submit all plans and specifications for construction of improvements on the land to the Agency for review and distribution to appropriate reviewing bodies as stipulated in this Plan and existing

City codes and ordinances. Such plans and specifications shall comply with this Plan and the requirements of existing City codes and ordinances.

- d. The redeveloper shall commence and complete the development of such property for the uses provided in this Plan within a reasonable period of time as determined by the Agency.
- e. The redeveloper shall not effect or execute any agreement, lease, conveyance, or other instrument whereby the real property or part thereof is restricted upon the basis of age, race, color, religion, sex, or national origin in the sale, lease or occupancy thereof.
- f. The redeveloper shall maintain developed and/or undeveloped property under his ownership within the area in a clean, neat, and safe condition in accordance with the approved plans for development.



## SECTION G - METHODS FOR FINANCING THE PROJECT

1. General Description of the Proposed Financing Methods. The Agency may borrow money and accept advances, loans, grants and any other form of financial assistance from the Federal Government, the State, City, County, or other public body, or from any sources, public or private, for the purposes of undertaking and carrying out the Project, or may otherwise obtain financing as authorized by ORS Chapter 457 and Chapter XV of the Charter of the City of Portland. Upon request of the Agency, the Council of the City of Portland may from time to time issue revenue bonds, certificates, or debentures to assist in financing the Project as provided by Section 15-106 of the Charter of the City of Portland.

The funds obtained by the Agency shall be used to pay or repay any costs, expenses, advancements and indebtedness incurred in planning or undertaking the Project or in otherwise exercising any of the powers granted by ORS Chapter 457 and Chapter XV of the Charter of the City of Portland in connection with carrying out the Project.

2. Self-Liquidation of Costs of Project. The Project may be financed, in whole or in part, by self-liquidation of the costs of the Project as provided in ORS 457.410 through ORS 457.450. The ad valorem taxes, if any, levied by a taxing body upon the taxable real and personal property situated in the project area, shall be divided as provided in ORS 457.440. That portion of the taxes representing the levy against the increase, if any, in true cash value of property located in the Project Area, or part thereof, over the true cash value specified in the certificate of amendment to the certificate filed under ORS 457.430, shall, after collection by the tax collector, be paid into a special fund of the Agency and shall be used to pay the principal and interest on any indebtedness incurred by the Agency to finance or refinance the project.
3. Prior Indebtedness. Any indebtedness permitted by law and incurred by the Agency or the City in connection with pre-planning for this Urban Renewal Plan may be repaid from tax increments from the project area when and if such funds are available.

## SECTION H - OTHER PROVISIONS

1. Citizen Participation. The activities and projects identified in this Urban Renewal Plan, the development of subsequent plans and regulations, and the adoption of amendments to this Plan shall be undertaken with the participation of citizens, owners, and tenants as individuals and organizations with interests in the Project Area.
2. Conformance with City General Plan. The land use provisions and land requirements set forth in this Urban Renewal Plan have been specifically designed to accomplish the redevelopment of the area in accord with sound city planning principles and objectives.

This Urban Renewal Plan is in conformity with the General Plan of the City as a whole relative to the improvement of the S. E. Powell Boulevard Corridor. This Urban Renewal Plan is based on Resolution 32360 of the City Council of the City of Portland, Oregon, on February 8, 1979, approving the design for improvements to Powell Boulevard Phase II as defined by Build Alternative 2 of the Draft Environmental Impact Statement for Powell Boulevard Phase II. As necessary, zone changes, conditional use approvals and street vacations will be effected in compliance with the Planning and Zoning Code of the City of Portland.

SECTION I - PROCEDURE FOR CHANGES IN THE APPROVED URBAN RENEWAL PLAN

After approval of this Urban Renewal Plan by the City Council of the City of Portland, the provisions of the Plan may be changed or modified only by formal written amendment duly approved and adopted by the Urban Renewal Agency; provided, that if the amendment in question involves any material or substantial change in any of the provisions of the Plan, such amendment shall also be approved in accordance with the requirements of State and Federal law and regulations.

## EXHIBIT I - BOUNDARY DESCRIPTION

### Parcel 1:

Beginning at the intersection of the new south right-of-way line of S. E. Powell Boulevard and the east right-of-way line of S. E. 57th Avenue north of Powell extended, thence east 507 feet more or less to the intersection of S. E. 59th Avenue extended, thence south 70 feet more or less, thence west 507 feet more or less to the intersection of S. E. 57th Avenue north of Powell extended, thence north 70 feet more or less to the point of beginning; thereby incorporating the remaining portions of lots 1 through 11 of Block 1, Strangs Addition and the remaining portions of lots 4 through 7, of Block 1, Mistletoe Addition, within Parcel 1.

### Parcel 2:

Beginning at the intersection of the new south right-of-way line of S. E. Powell Boulevard and the west right-of-way line of S. E. 80th Avenue, thence east 304 feet more or less, thence south 10 feet, thence east 247 feet more or less to the west right-of-way line of S. E. 82nd Avenue, thence south 40 feet more or less, thence west 79 feet more or less, thence south 130 feet more or less to the south right-of-way line of S. E. Rhine Street, thence west 472 feet more or less to the southwest corner of the intersection of S. E. Rhine Street and S. E. 80th Avenue, thence north 180 feet more or less to the point of beginning; thereby incorporating the remaining portions of lots 1 through 12 and all of lots 13 through 22 of Block 1, Wapello Park and the portions of S. E. 80th Avenue and S. E. Rhine Street adjacent thereto, within Parcel 2.

1st Draft

ACCOMPANYING REPORT  
OF  
ELIGIBILITY & SUPPORTING DATA

TO THE

URBAN RENEWAL PLAN  
FOR A PORTION OF THE  
S. E. POWELL BOULEVARD AREA  
PORTLAND, OREGON

AUGUST, 1979

City of Portland  
Development Commission  
1500 S. W. First Avenue  
Portland, Oregon 97201

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## LIST OF EXHIBITS

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II - CITY COUNCIL RESOLUTION 32360; FEBRUARY 8, 1979
III - ALTERNATIVE 2 - POWELL BOULEVARD IMPROVEMENT PLAN
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## SECTION A - INTRODUCTION

This urban renewal project is proposed as a part of the Powell Boulevard Phase II Street Improvement Project. The urban renewal project will be undertaken to achieve an organized pattern of commercial redevelopment along the south side of Powell Boulevard between S. E. 50th and S. E. 82nd avenues.

One objective of the urban renewal project is to integrate redevelopment with the design of the street improvements and land uses on the north side of the street. Other objectives are to encourage unified redevelopment of the cleared land within a reasonable time following the completion of the street improvements and to redevelop neighborhood-oriented businesses on Powell as much as possible.

To carry out these objectives, the City of Portland proposes to undertake a land use improvement program at the same time that the Oregon Department of Transportation improves the street. Under this program, the city will rezone parts of the south side of the street, apply design controls to new development, and provide guidance to businesses displaced by the street improvement project.

The program will include an urban renewal project to acquire vacant remnant properties left over from the street improvement project where ownership is fragmented, assemble them into economical developable parcels, and sell them for specified redevelopment.

## SECTION B - ELIGIBILITY REQUIREMENTS

Oregon State law regarding urban renewal (Oregon Revised Statutes, Chapter 457) requires that certain conditions exist in an area before it is eligible for designation as an urban renewal project. Basically, an area must be blighted. State law defines "blighted areas as areas which, by reason of deterioration, faulty planning, inadequate or improper facilities, deleterious land use or the existence of unsafe structures, or any combination of these or other factors, are detrimental to the safety, health or welfare of the community."<sup>1</sup>

For purposes of this urban renewal project, "a blighted area is characterized by the existence of one or more of the following conditions:

1. An economic dislocation, deterioration or disuse of property resulting from faulty planning;
2. The division or subdivision and sale of property or lots of irregular form and shape and inadequate size or dimensions for property usefulness and development;
3. A prevalence of depreciated values, impaired investments and social and economic maladjustments to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of public services rendered;
4. A growing or total lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety, and welfare."<sup>1</sup>

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1 ORS 457.010

## SECTION C - SUMMARY OF ELIGIBILITY

Urban renewal of specific parcels along S. E. Powell Boulevard is being undertaken for the purpose of assembling and providing for redevelopment of a number of properties of inadequate size and dimensions for property usefulness and development which will result from property taking and street widening in the Powell Boulevard Phase II Street Improvement Project.

The Oregon Department of Transportation has determined that it can only acquire the portions of properties required for the actual street widening and improvements. The property taking for street widening will be of a depth which will require the State to acquire and demolish all structures and to relocate all residents and businesses.

As a result of the street widening and improvement project, undeveloped vacant properties of diverse ownership and inadequate size and dimensions will remain. This will result in a prevalence of depreciated values, impaired investments and economic maladjustments to such an extent that the capacity to pay taxes will be reduced and tax receipts will be inadequate for the cost of public services rendered. It will also create a lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety and welfare. Acquisition of these properties, and assembly of them into larger parcels for redevelopment will provide for better utilization of the areas, increased investments, and result in productive re-use of the land.

Because these parcels are proposed to be redeveloped for business uses, additional employment opportunities will be created in the City. Redevelopment of these parcels will also provide increased business services for adjacent residential neighborhoods.

## SECTION D - POWELL BOULEVARD CORRIDOR BACKGROUND

The following description is summarized from the Powell Boulevard-Phase II; Draft Environmental Impact Statement; Oregon Department of Transportation; April, 1978.

From Portland's earliest days, Powell Boulevard, designated the Mt. Hood Highway No. 26, connected downtown Portland with eastern Multnomah County and Mt. Hood. The through-traffic carrying role of Powell has been de-emphasized in recent years to enhance its capability of serving the local traffic needs of adjacent residential neighborhoods.

Until 1974, a new freeway was planned along Powell Boulevard. The concept of an improved trafficway leading from downtown Portland through the southeast residential areas and into east Multnomah County began with the 1955 expressway system plan recommended by the Oregon State Highway Department, now the Oregon Department of Transportation (ODOT). This proposal became known as the Mt. Hood Freeway. In 1969, a corridor following Division Street and Powell Boulevard was adopted and made part of the Federal Interstate Highway System. It was then included in the Portland-Vancouver Metropolitan Area Transportation Study plan adopted in 1971.

Plans for the Mt. Hood Freeway were later dropped and replaced by an alternative approach to handling east-west regional through traffic in the east metropolitan area. The City of Portland, Multnomah County, and the Columbia Region Association of Governments (CRAG) acted to withdraw the freeway from the interstate system in 1974; this was completed in 1976. In the meantime, CRAG adopted the Interim Regional Transportation Plan in 1975. This plan did not include a freeway through southeast Portland and designates Powell Boulevard a principal arterial. This reflects the objective of routing regional through trips around rather than through southeast Portland and improving southeast arterials to serve mainly local traffic. This objective is also reflected in the Portland Arterial Streets Classification Policy adopted in 1977, which views the role of Powell Boulevard as carrying moderate volumes of mainly local traffic.

Planning for the proposed improvements to Powell Boulevard began in 1975 when it became evident that the Mt. Hood Freeway would not be built. The original proposal was to make Powell a four-lane boulevard from the Ross Island Bridge to S. E. 82nd Avenue, with planted medians, parking strips, left-turn refuges, and a new signal system.

The street improvements to Powell Boulevard are being financed by the state and federal governments. The Federal Highway Administration (FHWA) is paying about 86 percent of the cost and ODOT the remainder. The FHWA money comes from a fund for regional transportation projects to which the money originally allocated for the Mt. Hood Freeway was transferred in 1976.

In 1976, the project was divided into two phases, with Phase I extending from the bridge to 50th Avenue. Phase I is under construction and is scheduled to be completed in 1980. Project development for Phase II was initiated with a public meeting in the spring of 1977. Three build alternatives and a No-build alternative were considered and assessed in the "Draft Environmental Impact Statement - Powell Boulevard Phase II," April, 1978.

On February 8, 1979, Portland City Council passed a resolution approving the design of "Build Alternative 2" for the Powell Boulevard Improvement Project - Phase II. This resolution is attached as Exhibit II.

The intent of Alternative 2 is to integrate with the traffic improvements, features to protect and enhance neighborhood livability by addressing traffic noise, commercial "strip development," local access, parking, and pedestrian and bicycle safety.

The right-of-way will be 90 feet wide in some places, 110 feet wide in other places, and 160 feet wide in others. It will accommodate two travel lanes in each direction and a raised, planted median with left-turn refuges in the center. Fifteen feet is allowed on both sides of the roadway for sidewalks, street trees, and bus turn-outs. No parking will be allowed on the roadway. Frontage roads on the south side will be designed to: a) line up and control access to streets crossing Powell Boulevard; b) provide access to parking areas; and c) provide for "U"-turn movements. Barriers will be provided on the south side to buffer residential properties from the street. Redevelopment of commercial land uses on the south side will be limited to the areas shown on Exhibit III.

The purpose of limiting commercial redevelopment on the south side of the street is to concentrate and organize commercial uses and ensure that adjacent residential uses are adequately buffered from the street (the design aims at integrating new commercial structures with noise barriers to provide a continuous buffer). In all cases, redevelopment areas will be cleared for the street widening. However, ODOT does not have the legal authority to purchase these areas, although it can purchase the land needed for the parking areas shown.

## SECTION F - POWELL BOULEVARD CORRIDOR EXISTING CONDITIONS & PROBLEMS

The following description is summarized from the Powell Boulevard-Phase II; Draft Environmental Impact Statement; Oregon Department of Transportation; April, 1978.

### 1. Land Use

The general area around Powell Boulevard between 50th and 82nd is predominantly residential, with strips of commercial and mixed commercial-residential uses along Powell. Most residential uses are single-family, but there are also some duplexes and apartments. Overall density is about 12 people per gross acre west of 82nd and 8 people per gross acre east of 82nd. The zoning immediately adjacent to Powell along the entire project corridor is mainly general commercial. Beyond this strip, the zoning is generally single-family residential. Powell Boulevard is an important physical feature to the neighborhoods along it. In addition to being a neighborhood boundary and a major access route, it is the location of many of the locally oriented businesses serving the neighborhoods, especially Foster-Powell and South Tabor. There are four small food markets along Powell, all of which report that large portions of their business comes from neighborhood residents, much of it walk-in. Because Powell carries heavy, fast-moving traffic and is particularly hazardous for pedestrians, it is also a barrier to movement between South Tabor and Foster-Powell and within Powellhurst.

### 2. Traffic

West of 50th Avenue, Powell Boulevard is the most heavily traveled east-west arterial in southeast Portland (30,000 to 35,000 vehicles per day). At 50th Avenue, where Foster Road begins, the traffic splits approximately in half, with 15,000 to 17,000 vehicles per day using Powell Boulevard and the same number using Foster Road. The existing volumes within the Phase II section of Powell are within the capacity of the existing roadway to provide tolerable levels of service. Congestion is limited to brief peak periods at a few locations such as 52nd Avenue and 82nd Avenue.

While service levels are tolerable, the traffic lanes in this section of Powell are narrow, creating hazards and restricting safe travel. Parking is permitted during off-peak hours, resulting in conflicts with through traffic and left turns. At the same time, a few businesses depend exclusively on on-street parking. During peak hours when parking is prohibited, buses occasionally block traffic in the curb lane while stopping to pick up or discharge passengers. Access to Powell is uncontrolled and most local street intersections are not aligned; conflicts between through traffic and local access movements occur frequently. The accident rate is relatively high--in both 1975 and 1976 the accident rate for the intersection at 82nd Avenue and the section immediately to the west was one of the highest in Oregon.



From a city planning point of view, Powell Boulevard is a blighting influence on the adjacent residential neighborhoods because of the dangerous pedestrian crossings, the conflicts between through traffic and local access, and the generally unsightly appearance of the corridor.

### 3. Socio-Economic

The potentially displaced firms on the south side of Powell Boulevard are generally oriented to the local community. About 26 percent feel the local community is their prime market area. Forty two percent of the potentially displaced businesses felt that over half their sales are to local neighborhood residents. The firms subject to displacement generally have high percentages of walk-in customers and little need for increased on-street parking. Most businesses in the area appear to be profitable. Relatively few appear to be marginal operations subject to high risk of business failure.

Families in the residential areas adjacent to Powell had a mean income of \$10,313 in 1969. Most family workers are in clerical, craft, and operative occupations. Services, manufacturing, and retail trade are the sectors in which most of the area's residents are employed. Unemployment varies significantly between the census tracts abutting or overlapping Powell. In 1970, the tracts on the western end of the study area had unemployment rates of about 7.0 percent, compared with rates of about 3.5 and 6.5 percent for the middle and eastern portions of the study area.

## SECTION G - REDEVELOPMENT POTENTIAL OF REMNANT PROPERTIES

This section summarizes the analysis of issues regarding remnant parcels redevelopment in conjunction with the Powell Boulevard Phase II Project. The following is summarized from the Powell Boulevard - Phase II; Commercial Redevelopment Under Alternative 2; CH2M-HILL; November, 1978.

One issue is whether redevelopment of the remnant properties will be likely within a reasonable time following completion of the street improvements. The parcels are small and shallow in depth, and access to them is limited. In some instances, west-bound traffic will have to travel more than a block past a parcel before being able to turn left onto the frontage road providing access to it. The visibility of the parcels from the street may be restricted by street landscaping, and the distance between some of the parcels and associated frontage road parking is greater than what is normally desirable.

After interviewing people experienced in public and private commercial redevelopment, it is concluded that, notwithstanding the disadvantages described above, all but three of the parcels are likely to redevelop privately within three years or so of completion of the street project. This conclusion is based on the following considerations.

1. The parcels meet several commonly used criteria for locating commercial development: Powell carries high traffic volumes, some of which is commuter traffic; traffic conditions are uncongested and are expected to remain good in the future; and the sites are on the "going home" side of the street.
2. The design and landscaping incorporated into the plan will make an attractive commercial environment.
3. Access to most of the parcels is either sufficient as is or can be improved by including driveways and small parking lots onsite.
4. The frontage road parking will tend to lower development costs by reducing the amount of onsite parking a developer might otherwise consider necessary.

The conclusion that most of the parcels will redevelop within a reasonable time does not mean that the sites are highly attractive or that all businesses will find them suitable. For many businesses, room to expand is important. For all retail stores, the more convenient the access and parking, the better. Businesses locating on the remnant parcels probably will be small and not highly sensitive to convenient access. Medium-to-large restaurants are unlikely candidates because the sites are small. Access will be insufficient for convenience markets or fast food outlets.

Another issue related to development potential is whether neighborhood-oriented businesses are likely to locate on the remnant parcels. Neighborhood-oriented businesses are of two types--those that serve day-to-day basic needs of community residents such as markets and drug stores, and those that serve more specialized needs but still cater mainly to local residents. Examples of the latter type along the south side of Powell Boulevard are a bicycle shop and an autoparts store. There are three small markets on the south side of the street--two convenience markets and one small, full-service market. All are independently owned. According to a survey conducted for the Draft Environmental Impact Statement, 41 percent of the businesses on the south side of the street serve mainly a local clientele.

In general, it is unlikely that existing neighborhood-oriented businesses displaced by the street project will be able to relocate on the remnant properties. The main constraint will be the need in most instances to temporarily relocate elsewhere while the street improvements are constructed. Displaced businesses are more likely to either move elsewhere permanently or discontinue operations.

Nonetheless, the parcels are suitable for many types of businesses for which impulse visits and speed of service are less important. Examples are real estate, insurance, and professional offices, photography studios, and appliance repair shops. Some of the retail businesses now on the south side of Powell, e.g., an auto parts store, a bicycle store, and a carpet store, might also find the sites attractive.

The three parcels which are considered unlikely to redevelop privately are:

1. Between 52nd and 53rd Avenues.\*
2. Between 57th and 59th Avenues.
3. Between 80th and 82nd Avenues.

These parcels have poor accessibility and fragmented ownerships. The ownership of each of these sites is divided among three or more parties.\*

- \* Note: The parcel between 52nd and 53rd avenues has since been consolidated into two ownerships and will be excluded from further consideration as unlikely to be redeveloped privately.

The parcel between 57th and 59th avenues is divided into nine ownerships, and the parcel between 80th and 82nd avenues is divided into seven ownerships.

After right-of-way acquisition, each of the other sites is expected to be in one ownership. Assembling the above described parcels is considered necessary to enable redevelopment within a reasonable time following completion of the street project. Since the sole purpose of acquiring properties is to unify ownership where it is now fragmented, all other sites need not be purchased.

#### SECTION H - RELOCATION

There will be no relocation required as a result of agency actions. All relocation of existing residents and businesses will be accomplished by the Oregon Department of Transportation as an integral part of the Powell Boulevard Phase II Street Improvement Project.

## SECTION I - FINANCIAL ANALYSIS AND SCHEDULE

### A. Cost Estimates

The estimated total costs of this proposed urban renewal project are as follows:

1. Property Acquisition <sup>1)</sup>	\$ 499,000
2. Acquisition Expenses	100,000
3. Administration Expenses, 1979-80 <sup>4)</sup>	60,000
4. Administration Expenses, 1980-84 <sup>2)</sup>	As may be <u>required</u>
	\$ 659,000

### B. Funding Sources

The current sources of funding to pay the costs of this proposed urban renewal project are;<sup>3)</sup>

1. Housing & Community Development <sup>4)</sup> Block Grant for 1979-80	\$ 659,000
2. Housing & Community Development Block Grants for 1980-84 <sup>2)</sup>	As may be allocated
3. Future Land Sale Proceeds	As proceeds <u>become available</u>
	\$ 659,000

### NOTES:

- 1) A portion of these costs are expected to be recovered with the future sale of land parcels. Moreover, the value of the parcels upon resale is anticipated to be higher due to assembly of the remnant properties, improvements to Powell Boulevard and inflation.
- 2) As may be requested by the Agency to City Council to cover on-going administrative and property management costs prior to land resale.
- 3) Tax increment financing is not considered feasible for this urban renewal project.
- 4) Committed budget allocation.

### C. Schedule

The anticipated completion dates for this proposed urban renewal project are as follows:



1. Adoption by City Council	December, 1979
2. Land Acquisition	December, 1981
3. Sale of Land for New Development	1983-1984
4. New Development Completed	1984-1985

D. Existing Assessed Land Values

The following current assessed land values and 1979-80 land property tax are included for reference only. The values are for entire lots as they exist at this time, and do not take into account the proposed severance for street widening. It is anticipated that assessed land values and land property tax will be reduced substantially after the severance for street widening.

	Current Assessed Value ( <u>Land Only</u> )	1979-80 Property Tax ( <u>Land Only</u> )
Parcel 1 (57th to 60th)	\$ 123,240	\$ 2,960
Parcel 2 (80th to 82nd)	\$ 233,370	\$ 5,600

## SECTION J - BIBLIOGRAPHY

1. Powell Boulevard, Phase II; Draft Environmental Impact Statement; Volume I - Summary; Oregon Department of Transportation; April, 1978.
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3. Commercial Redevelopment Under Alternative 2; Powell Boulevard Phase II Project; CH2M-HILL; November, 1978.
4. Housing Market Analysis and Data Summary; City of Portland, Office of Planning and Development; September, 1978.
5. Neighborhood Profiles of the City of Portland; 1960-1970; City of Portland, Office of Planning and Development; July, 1978.
6. Comprehensive Economic Development Strategy; City of Portland, Office of Planning and Development; November, 1978.
7. Proposed Economic Development Policy; City of Portland, Office of Planning and Development; March, 1979.
8. Arterial Streets Classification Policy; City of Portland Planning Commission; April, 1977.
9. Lents Neighborhood Analysis; City of Portland, Bureau of Planning; March, 1978.
10. Foster-Powell Neighborhood Analysis; City of Portland, Bureau of Planning; March, 1978.
11. Oregon Revised Statute, Chapter 457; State of Oregon; 1979 Replacement Part.

ACCOMPANYING REPORT (9)  
of (1)  
ELIGIBILITY & SUPPORTING DATA (14)

to the (3)

URBAN RENEWAL PLAN (9)  
for a portion of the (10)  
S.E. POWELL BOULEVARD AREA (13)  
Portland, Oregon (8)

August, 1979 (6)

City of Portland (8)  
Development Commission (11)  
1500 S.W. First Avenue (11)  
Portland, Oregon 97201 (10)

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## SECTION A - INTRODUCTION

# This urban renewal project is proposed as a part of ~~Design Alternative 2~~ for the Powell Boulevard Phase II Street Improvement Project. The urban renewal project ~~is~~ will be undertaken to achieve an organized pattern of commercial redevelopment along the south side of Powell Boulevard between S.E. 50th. and S.E. 82nd. avenues. ~~E~~

# One objective of the urban renewal project is to integrate

redevelopment with the design of the street improvements and land uses on the north side of the street. Other objectives are to encourage unified redevelopment of the cleared land within a reasonable time following the completion of the street improvements and to ~~retain local~~ <sup>redevelop</sup> markets and other neighborhood-oriented businesses on Powell as much as possible.

# <sup>proposes to</sup>  
<sup>land use</sup> To carry out these objectives, the City of Portland ~~could~~ <sup>proposes to</sup> undertake a ~~redevelopment~~ <sup>land use</sup> program at the same time that the Oregon Department of Transportation improves the street. Under this program the city ~~would~~ <sup>will</sup> rezone parts of the south side of the street, apply design controls to new development, and provide ~~assistance~~ <sup>assistance</sup> to businesses displaced by the street project that ~~wish to remain on Powell~~.

# The program will include an urban renewal project to acquire vacant remnant properties left over from the street improvement project where ownership is fragmented, assemble them into economical developable parcels, and sell them for specified redevelopment.

## SECTION B - ELIGIBILITY REQUIREMENTS

Oregon State law regarding urban renewal (Oregon Revised Statutes, Chapter 457) requires that certain conditions exist in an area before it is eligible for designation as an urban renewal project. Basically, an area must be blighted. State law defines "blighted areas" as areas which, by reason of deterioration, faulty planning, inadequate or improper facilities, deleterious land use or the existence of unsafe structures, or any combination of these or other factors, are detrimental to the safety, health or welfare of the community." <sup>1</sup>

For purposes of this urban renewal project, a blighted area is characterized by the existence of one or more of the following conditions:

1. An economic dislocation, deterioration or disuse of property resulting from faulty planning;
2. The division or subdivision and sale of property or lots of irregular form and shape and inadequate size or dimensions for property usefulness and development;
3. A prevalence of depreciated values, impaired investments and social and economic maladjustments to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of public services rendered;
4. A growing or total lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety, and welfare; or



## SECTION C - SUMMARY OF ELIGIBILITY

Urban renewal of specific parcels along SE Powell Boulevard is being undertaken for the purpose of assembling and providing for redevelopment a number of properties of inadequate size and dimensions for property usefulness and development which will result from <sup>property taking and street widening in</sup> the Powell Boulevard Phase II Street Improvement Project.

The Oregon Department of Transportation has determined that it can only acquire the portions of properties required for the actual street widening and improvements. The property taking for street widening will be of a depth which will require the State to acquire and demolish all structures and to relocate all residents and businesses.

As a result of the street widening and improvement project, undeveloped vacant properties of diverse ownership and inadequate size and dimensions will remain.

(This ~~will~~ will result in a prevalence of depreciated values, impaired investments and ~~social and~~ economic maladjustments to such an extent that the capacity to pay taxes <sup>will be</sup> reduced and tax receipts will be inadequate for the cost of public services rendered.



It will also create a lack of proper utilization of areas, resulting in a stagnant & unproductive condition of land potentially useful and valuable for contributing to the public health, safety & welfare.

Acq. of these properties, and assembly of them into larger parcels for redevelopment will provide for better utilization of the areas, increased investments, and result in productive reuse of the land.

Because these parcels will be are proposed to be redeveloped for business uses, additional ~~employment~~ opportunities will be created in the City. Redevelopment of these parcels will also provide increased business services for adjacent residential neighborhoods.

*The following description is summarized from the Powell Boulevard-Phase II; Draft Environmental Impact Statement; Oregon Department of Transportation; April 1978.*

## SECTION D - POWELL BOULEVARD CORRIDOR BACKGROUND

From Portland's earliest days, Powell Boulevard, designated the Mt. Hood Highway No. 26, connected downtown Portland with eastern Multnomah County and ~~eastern Oregon as well as the southeast part of the city.~~ <sup>Mt. Hood</sup> The through-traffic carrying role of Powell has been de-emphasized in recent years to enhance its capability of serving the local traffic needs of ~~the extensive~~ <sup>adjacent</sup> residential neighborhoods. <sup>1</sup>

Until ~~four years~~ <sup>1974</sup> ago, a new freeway was planned along Powell Boulevard. The concept of an improved trafficway leading from downtown Portland through the southeast residential areas and into east Multnomah County began with the 1955 ~~basic freeway and expressway~~ system plan recommended by the Oregon State Highway Department, now the Oregon Department of Transportation (ODOT). This proposal became known as the Mt. Hood Freeway. In 1969 a corridor following Division Street and Powell Boulevard was adopted and made part of the Federal Interstate Highway System. It was then included in the *Portland-Vancouver Metropolitan Area Transportation Study* plan adopted in 1971. <sup>2</sup>

Plans for the Mt. Hood Freeway were later dropped and replaced by an alternative approach to handling east-west regional through traffic in the east metropolitan area. The City of Portland, Multnomah County, and the Columbia Region Association of Governments (CRAG) acted to withdraw the freeway from the interstate system in 1974; this was <sup>3</sup>

completed in 1976. In the meantime, CRAG adopted the *Interim Regional Transportation Plan* in 1975. This plan ~~does not~~ include a freeway through southeast Portland and designates Powell Boulevard a principal arterial. This reflects the objective of routing regional through trips around rather than through southeast Portland and improving southeast arterials to serve mainly local traffic. This objective is also reflected in the *Portland Arterial Streets Classification Policy* adopted in 1977, which views the role of Powell Boulevard as carrying moderate volumes of mainly local traffic.

Planning for the proposed improvements to Powell Boulevard began in 1975 when it became evident that the Mt. Hood Freeway would not be built. The original proposal was to ~~give~~ <sup>make</sup> Powell a four-lane boulevard ~~treatment~~ from the Ross Island Bridge ~~(crossing the Willamette River)~~ to S.E. 82nd Avenue, with planted medians, and parking strips, left-turn refuges, and a new signal system.

The ~~proposed~~ <sup>street</sup> improvements to Powell Boulevard ~~would be~~ <sup>are being</sup> financed by the state and federal governments. The Federal Highway Administration (FHWA) ~~would pay~~ <sup>is paying</sup> about 86 percent of the cost and ODOT the remainder. The FHWA money ~~would come~~ from a fund for regional transportation projects to which the money originally allocated for the Mt. Hood Freeway was transferred in 1976. <sup>5</sup>



4X  
In 1976, the project was divided into two phases, with Phase I extending from the bridge to 50th Avenue. ~~ODOT issued a Final Negative Declaration on Phase I in 1977.~~ <sup>Phase I is</sup> It has now been designed and construction <sup>is</sup> scheduled to begin this year and to be completed in 1980. Project development for Phase II was initiated with a public meeting in the spring of 1977.

Three build alternatives and a No-build alternative <sup>were</sup> ~~are~~ considered in this DEIS. ~~Two optional variations on the build alternatives are also considered; these are discussed separately at the end of this section.~~ <sup>and assessed</sup> in the Draft Environmental Impact Statement - Powell Boulevard Phase II", April 1978. ~~NO BUILD ALTERNATIVE~~

4X On February 8, 1979, Portland City Council passed a resolution approving the design of "Build Alternative 2" for the Powell ~~the~~ Boulevard Improvement Project - Phase II. This resolution is attached as Exhibit —.

4X The intent of Alternative 2 is to integrate with the traffic improvements, features to protect and enhance neighborhood livability by addressing traffic noise, commercial "strip development," local access, parking, and pedestrian and bicycle safety.

4X ~~Figures 10 and 11 show Alternative 2.~~ The right-of-way <sup>will</sup> ~~would~~ be 90 feet wide in some places, 110 feet wide in other places, and 160 feet wide in others. It <sup>will</sup> ~~would~~ accommodate two travel lanes in each direction and a raised, planted median with left-turn refuges in the center. Fifteen feet <sup>is</sup> ~~would be~~ allowed on both sides of the roadway for sidewalks, street trees, and bus turn-outs. No parking <sup>will</sup> ~~would~~ be allowed on the roadway.

~~General Powell Blvd Corridor History Background~~

*not* ~~itself~~. Frontage roads on the south side ~~would~~ *will* be designed to: a) line up and control access to streets crossing Powell Boulevard; b) provide access to parking areas; and c) provide for "U"-turn movements. Barriers ~~would~~ be provided on the south side to buffer residential properties from the street. Redevelopment of commercial land uses on the south side ~~would~~ *will* be ~~restricted~~ *limited* to the areas shown on Figure 11 as ~~"Possible Commercial."~~ *Exhibit*.

The purpose of ~~restricting~~ *limiting* commercial redevelopment on the south side of the street ~~to the "Possible Commercial" areas~~ is to concentrate and organize commercial uses and ensure that adjacent residential uses are adequately buffered from the street (the design aims at integrating new commercial structures with noise barriers to provide a continuous buffer). In ~~most~~ *all* cases, ~~the "Possible Commercial" areas~~ *redevelopment* ~~would~~ *will* be cleared for the street widening. However, ODOT does not have the legal authority to purchase these areas, although it could purchase the land needed for the parking areas shown. ~~One possibility is that redevelopment would be left to the private sector. Another is that all or parts of the south side of Powell would be designated an urban redevelopment project by the City of Portland. Under this option, the city would acquire the "Proposed Commercial" areas for redevelopment. In either case, some design controls would likely be imposed on the redevelopment.~~

~~This alternative is expected to cost \$12.1 million.~~

#### ALTERNATIVE 3: 160-FOOT RIGHT-OF-WAY

The intent of Alternative 3 is similar to that of Alternative 2--to integrate with the traffic improvements features to protect and enhance neighborhood livability by addressing traffic noise, commercial "strip development," local access, parking, and pedestrian and bicycle safety. In this vein, Alternative 3 attempts to buffer north side as well as south side land uses from traffic.

Figures 12 and 13 show Alternative 3. The right-of-way west of 82nd Avenue would be 160 feet wide. A 60-foot roadway would be built to accommodate two travel lanes in each direction and a raised, planted median with left-turn refuges in the center. Sidewalks, street trees, and bus turn-outs would be provided on both sides of the roadway. No parking would be permitted on the roadway itself. West of 82nd Avenue there would be sound barriers and frontage roads on both sides of the street. The frontage roads would be designed to: a) line up and control access to streets crossing Powell Boulevard; b) provide access to parking areas; and c) provide for "U"-turn movements.

~~This alternative is expected to cost \$15 million.~~



The following is excerpted from the Powell Boulevard - Phase II; Draft Environmental Impact Statement; Oregon Department of Transportation April 1978.

## SECTION E - POWELL BOULEVARD CORRIDOR OBJECTIVES & DESIGN DIRECTIVES

### Powell Boulevard Improvement

- The purpose of the proposed project is to: a) improve the efficiency of Powell Boulevard as a Major ~~City~~ Traffic Street serving Southeast Portland by improving traffic service, removing traffic movement conflicts, and reducing safety hazards by widening the roadway to standard widths and

incorporating design features to control traffic movement, and, b) improve the efficiency of Powell Boulevard in a way that preserves neighborhood quality.

# The following list of objectives and design directives was adopted <sup>in June 1977</sup> by both the Technical Advisory Committee and the Citizen Advisory Committee to the Powell Boulevard Improvement Project.

(SKA - type only this first portion of Section E, then tape the next page to it.)



APPENDIX

OBJECTIVES AND DESIGN DIRECTIVES  
Powell Boulevard Phase II Project

Adopted by Technical Advisory Committee 15 June 1977  
Adopted by Citizen Advisory Committee 21 June 1977

I. Traffic

A. Objectives

1. Powell Boulevard should be developed as a Major City Traffic Street to efficiently serve moderate volumes of east-west traffic having at least one trip end within the Southeast.
2. Powell Boulevard should be developed to relieve Division and Holgate Streets of traffic principally having only one trip end within the Southeast.
3. Powell Boulevard should not be developed to serve as a route for regional through trips (east-west trips which have no trip ends within the Southeast). Powell Boulevard should not serve as an alternative route to the Banfield or I-205 as regional traffic corridors.
4. Powell Boulevard should be developed as a primary access route from Southeast Portland to the Regional Trafficway System.

B. Design Directives

1. Two traffic lanes in the peak direction and additional lanes as necessary at intersections should be supplied in order to provide a uniformed level of service not lower than "D" in the year 1990.
2. Traffic signalization and geometric design should favor traffic movements which serve Southeast Portland rather than through traffic which has no trip ends in Southeast Portland.
3. Intersections with other Major City Traffic Streets (82nd, 52nd, 92nd, and Foster Road) shall be designed and signalized to safely facilitate all turning movements as well as movements along the streets. These intersections shall not be grade separated.

4. Intersections with streets designated as Neighbor Collectors (50th, 71st and 72nd) shall be designed and signalized so as to facilitate movement between the streets without requiring the use of a local service street.
5. Intersections of local service streets with Powell Boulevard should be designed in such a way as to yield right-of-way to or deny access to Powell Boulevard, in order to effect a desired neighborhood traffic access, and efficient movement of east-west traffic on Powell. The technical advisory committee should work with the neighborhoods to determine where street closures should occur.
6. Access to adjoining uses shall be provided as necessary but with minimum disruption of traffic movement.
7. Powell Boulevard shall be designed and signalized to effect a maximum speed limit of 35 miles per hour.

## II. Public Transportation

### A. Objectives

1. Powell Boulevard should be developed as a Minor Transit Street with low trip capacity and offering only local service principally for trips having at least one trip end within the Southeast.
2. Powell Boulevard should be developed to provide for existing crosstown transit service.

### B. Design Directives

1. Do not provide for an exclusive express transitway or exclusive running lanes.
2. Provide only improvements which facilitate local transit service and traffic movement such as bus turn-outs and areas for transit shelters at bus stops.
3. Provide for crossings of Powell Boulevard and transfer points for existing and potential crosstown service at S.E. 50th, 52nd, 60th, 71st, 72nd and 82nd.

## III. Pedestrian and Bicycle

### A. Objective

Provide safe and convenient pedestrian and bicycle environments within the Powell corridor. Powell is not a major bicycle or pedestrian corridor but good, safe access should be provided to schools, parks, shopping areas and transit stops.

B. Design Directives

1. Provide pedestrian crossings of Powell at a minimum of every four blocks.
2. Provide safe and convenient pedestrian ways on both sides of Powell. Special precautions should be taken to ensure a safe and secure pedestrian environment along Powell Boulevard if and where parking is removed in order to gain additional traffic capacity.
3. At major crossing points, consider grade separated pedestrian crossings or other means of providing for safe pedestrian movement.
4. Powell Boulevard is not designated as a bikeway, however, if sufficient right-of-way is available, a separated bikeway should be considered in the design.

IV. Land Use

A. Objectives

1. Within the city, auto-oriented land uses shall be permitted to locate adjacent to Powell Boulevard, as allowed by the zoning code, and other adopted land use plans or policies. Access to adjoining uses shall be provided as necessary but with minimum disruption of traffic movement.
2. Residential development adjacent to Powell Boulevard should be carefully buffered from traffic carried on the street.

B. Design Directives

1. The possibility of moving displaced homes to lots owned by the State in the Mt. Hood Corridor should be explored.
2. Berms, walls and insulation should be used to mitigate noise and visual impacts on residential areas, wherever feasible and desirable.
3. Traffic access to residential neighborhoods shall be controlled to minimize traffic impact on residential streets.

## V. Beautification

### A. Objective

Powell Boulevard shall be improved aesthetically.

### B. Design Directives

1. Street tree plantings on Powell Boulevard should represent a continuous and comprehensive landscape treatment. Such a treatment shall consider Portland's unique natural setting, preservation of existing vegetation, local topography, vistas, driver perception of the roadway design, visibility requirements for drivers and pedestrians, urban design and sign controls, utility placement and street lighting.
2. In order to maximize the effect of the overall landscaping treatment, large street trees shall be planted on Powell Boulevard wherever feasible, and overhead utilities shall be eliminated or their visual impact reduced to a minimum.
3. Street trees on Powell Boulevard shall be maintained by the city through a program administered by the City Forester.

## VI. Design Treatment

Powell Boulevard as a Major City Traffic Street is intended to provide concentrated traffic access for those living or doing business within the transportation district. On-street parking can be removed, and additional right-of-way purchased to further accomplish that function. The provision of off-street parking should be encouraged where, and to the extent, that it is in agreement with land use policies. Transportation improvements on Powell should also support appropriate land use activities abutting the street. Before any of the above actions are undertaken, study should be made to consider alternative actions and the relative impact of those actions on abutting land use activities.

In addition to the above, both the Technical and Citizen Advisory Committees felt that Powell Boulevard should not be allowed to develop into a disorganized commercial strip with wide building setbacks, large expanses of asphalt, and excessive signing similar to 82nd Avenue.

---

The following description is summarized from the Powell Boulevard-Phase II; Draft Environmental Impact Statement; Oregon Department of Transportation; April 1978.

## SECTION F - POWELL BOULEVARD CORRIDOR

### EXISTING CONDITIONS & PROBLEMS

#### 1. Land Use

~~Figure 2F~~ <sup>Exhibit A</sup> shows ~~generalized land use in the vicinity of the project corridor~~ <sup>around Powell Boulevard between 50th. and 82nd.</sup>. The ~~area~~ <sup>vicinity</sup> is predominantly residential, with strips of commercial and mixed commercial-residential uses along Powell. Most residential uses are single-family, but there are also some duplexes and apartments. Overall density is about 12 people per gross acre west of 82nd and 8 people per gross acre east of 82nd. The zoning immediately adjacent to Powell along the entire project corridor is mainly general commercial. Beyond this strip the zoning is generally single-family residential.

Powell Boulevard is an important physical feature ~~of all~~ <sup>to</sup> the neighborhoods along it. In addition to being a neighborhood boundary and a major access route, it is the location of many of the locally oriented businesses serving the neighborhoods, especially Foster-Powell and South Tabor. There are four small food markets along Powell, all of which report that large portions of their business comes from neighborhood residents, much of it walk-in. ~~Powell Boulevard's visual environment is also part of the daily lives of many neighborhood residents, and the overall visual quality of the neighborhoods cannot be considered apart from it.~~ Because Powell carries heavy, fast-moving traffic and is particularly hazardous for pedestrians, it is also a barrier to movement between South Tabor and Foster-Powell and within Powellhurst.

#### 2. Traffic

West of 50th Avenue, Powell Boulevard is the most heavily traveled east-west arterial in southeast Portland (30,000 to 35,000 vehicles per day). At 50th Avenue, where Foster Road begins, the traffic splits approximately in half, with 15,000 to 17,000 vehicles per day using Powell Boulevard and the same number using Foster Road. The existing volumes within the Phase II section of Powell are within the capacity of the existing roadway to provide tolerable levels of service. Congestion is limited to brief peak periods at a few locations such as 52nd Avenue and 82nd Avenue.

While service levels are tolerable, the traffic lanes in this section of Powell are narrow, creating hazards and restricting safe travel. Parking is permitted during off-peak hours, resulting in conflicts with through traffic and left turns. At the same time, a few businesses depend exclusively on on-street parking. During peak hours when parking is prohibited, buses occasionally block traffic in the curb lane while stopping to pick up or discharge passengers. Access to Powell is uncontrolled and most local street intersections are not aligned; conflicts between through traffic and local access movements occur frequently. The accident rate is relatively high--in both 1975 and 1976 the accident rate for the intersection at 82nd Avenue and the section immediately to the west was one of the highest in Oregon.

From a city planning point of view, Powell Boulevard ~~has~~ <sup>is</sup> a blighting influence on the adjacent residential neighborhoods because of the dangerous pedestrian crossings, the conflicts between through traffic and local access, and the generally unsightly appearance of the corridor.



# SECTION G - REDEVELOPMENT POTENTIAL OF REMNANT PROPERTIES

## KEY FINDINGS

*analyses summarizes the analysis of*  
This section reports the findings of an inquiry into six issues regarding redevelopment in conjunction with the Powell Boulevard Phase II Project. *remnant parcels* The purpose of the inquiry was to help establish a basis for the redevelopment program outlined in the next section and to address related concerns. *The following is summarized from the Powell Boulevard-Phase II; Commercial Redevelopment Under Alternative 2; CH2M-Hill; November 1978.*  
DEVELOPMENT POTENTIAL

*Development Potential*  
The first issue is whether redevelopment of the "Possible Commercial" sites shown in Figure 2 *will* be likely within a reasonable time following completion of the street improvements. *remnant parcels* The sites are small and shallow in depth, and access to them is limited. *properties* None of the sites as delineated in the DEIS is deeper than 70 feet and, in some instances, west-bound traffic *will* have to travel more than a block past a site before being able to turn left onto the frontage road providing access to it. The visibility of the sites from the street may be restricted by street landscaping, and the distance between some of the sites and associated frontage road parking is greater than what is normally desirable.

After interviewing people experienced in public and private commercial redevelopment, *it is* concluded that, notwithstanding the disadvantages *described* summarized above, all but three of the sites shown on Figure 2 are likely to redevelop within three years or so of completion of the street project, *assuming sites where ownership is fragmented are assembled through an urban renewal project.* This conclusion is based on the following considerations.

1. The sites meet several commonly used criteria for locating commercial development: Powell carries high traffic volumes, some of which is commuter traffic; traffic conditions are uncongested and are expected to remain good in the future; and the sites are on the "going home" side of the street.
2. The design and landscaping incorporated into the Alternative 2 plan *will* make an attractive commercial environment.
3. Access to most of the *remnant parcels* redevelopment sites is either sufficient as is or can be improved by including driveways and small parking lots onsite.
4. The frontage road parking *will* tend to lower development costs by reducing the amount of onsite parking a developer might otherwise consider necessary.

2

The conclusion that most of the ~~sites would~~ <sup>parcels will</sup> redevelop within a reasonable time does not mean that the sites are highly attractive or that all businesses ~~would~~ find them suitable. For many businesses, room to expand is important. For all retail stores, the more convenient the access and parking, the better. Businesses locating ~~in the redevelopment~~ <sup>on</sup> ~~ment sites~~ <sup>residential</sup> ~~probably would~~ <sup>parcels will</sup> be small and not highly sensitive to convenient access. Medium-to-large restaurants are unlikely candidates because the sites are small. Access ~~would~~ be insufficient for convenience markets or fast food outlets.

3

~~Another~~ <sup>development potential</sup> The third issue related to ~~commercial redevelopment~~ is whether neighborhood-oriented businesses are likely to locate ~~in the redevelopment~~ <sup>on</sup> ~~sites~~ <sup>residential</sup>. Neighborhood-oriented businesses are of two types--those that serve day-to-day basic needs of community residents such as markets and drug stores, and those that serve more specialized needs but still cater mainly to local residents. Examples of the latter type along the south side of Powell Boulevard are a bicycle shop and an auto parts store. There are three small markets on the south side of the street--two convenience markets and one small, full-service market. All are independently owned. According to a survey conducted for the DEIS, 41 percent of the businesses on the south side of the street serve mainly a local clientele.

Draft  
Environmental  
Impact  
Statement

In general, it is unlikely that existing neighborhood-oriented businesses displaced by the street project ~~would~~ <sup>will</sup> be able to relocate ~~in one of the redevelopment sites~~ <sup>on</sup>. The main constraint ~~would~~ <sup>will</sup> be the need in most instances to temporarily relocate elsewhere while the street improvements are constructed. Displaced businesses are more likely to either move elsewhere permanently or discontinue operations.

4

Nonetheless, the ~~sites would~~ <sup>parcels are</sup> be suitable for many types of businesses for which impulse visits and speed of service are less important. Examples are real estate, insurance, and professional offices, photography studios, and appliance repair shops. Some of the retail businesses now on the south side of Powell, e.g., an auto parts store, a bicycle store, and a carpet store, might also find the sites attractive.



The three ~~sites~~<sup>parcels</sup> which are considered unlikely to redevelop privately are;

a. Between 52nd. and 53rd. Avenues.\*

b. Between 57th. and 59th. Avenues.

c. Between 80th. and 82nd. Avenues.

~~There~~

\*Note:

These ~~sites~~<sup>parcels</sup> have poor accessibility and fragmented ownerships. The ownership of <sup>each of</sup> these ~~sites~~ is divided among three or more parties.\*

\*Note: The parcel between 52nd. and 53rd. avenues has <sup>since</sup> been consolidated into two ownerships and will be excluded from further consideration as unlikely to be redeveloped privately.

The ~~site~~ parcel between 57th. and 59th. avenues is divided into nine ownerships, and the parcel between 80th. and 82nd. avenues is divided into seven ownerships.

~~three or more parties.~~ After right-of-way acquisition, each of the other ~~eight sites~~<sup>parcels</sup> is expected to be ~~in~~<sup>be in</sup> one ownership. ~~8~~ Assembling ~~Sites 2, 4, and 11~~<sup>the</sup> is considered necessary by those interviewed for this report to enable redevelopment within a reasonable time following completion of the street project. Since the sole purpose of acquiring properties ~~would be~~ to unify ownership where it is now fragmented, all other sites need not be purchased.

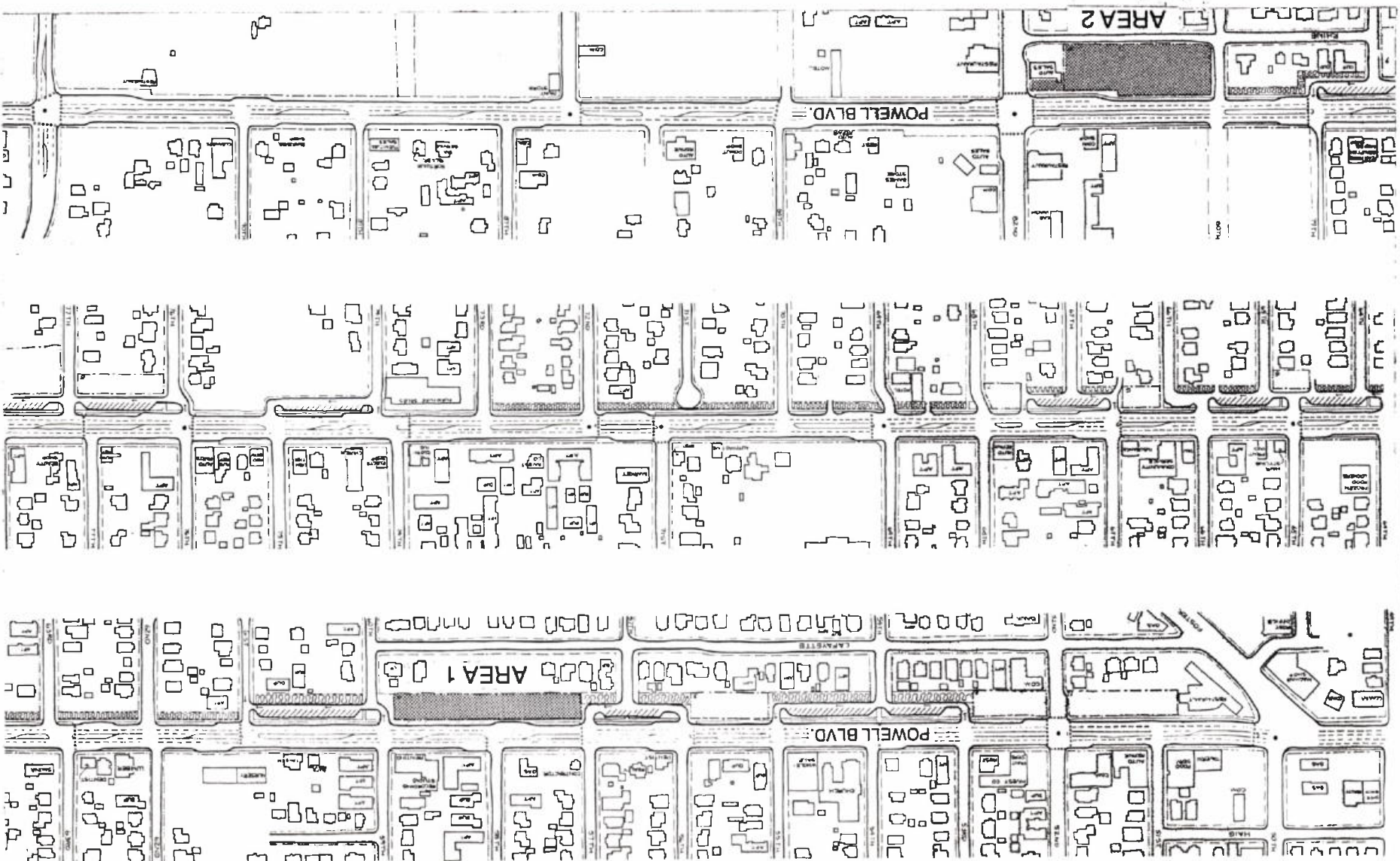
EXHIBIT

II

URBAN RENEWAL AREAS MAP

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON





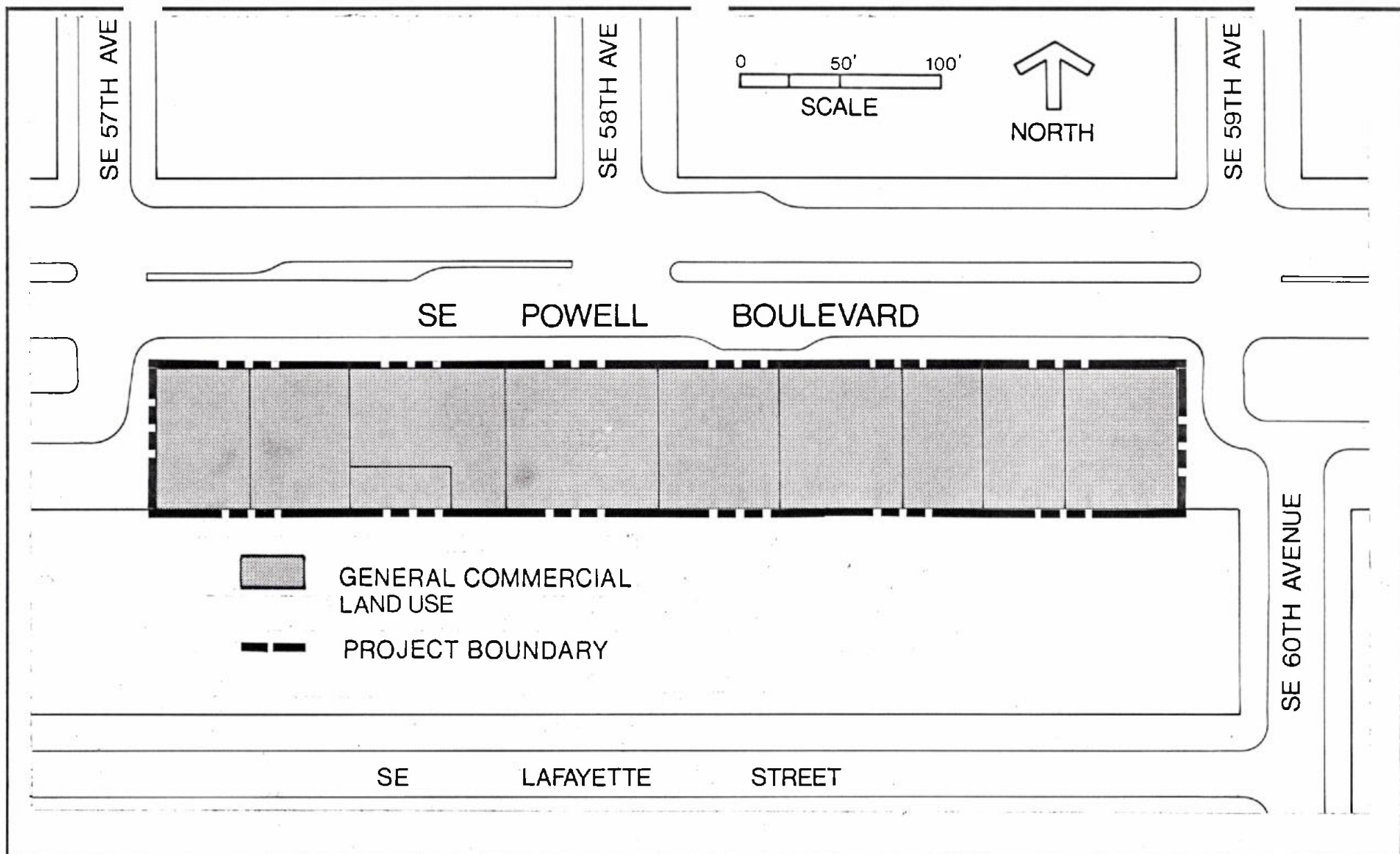


EXHIBIT  
III

# URBAN RENEWAL AREA 1 BOUNDARY & LAND USE PLAN

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON

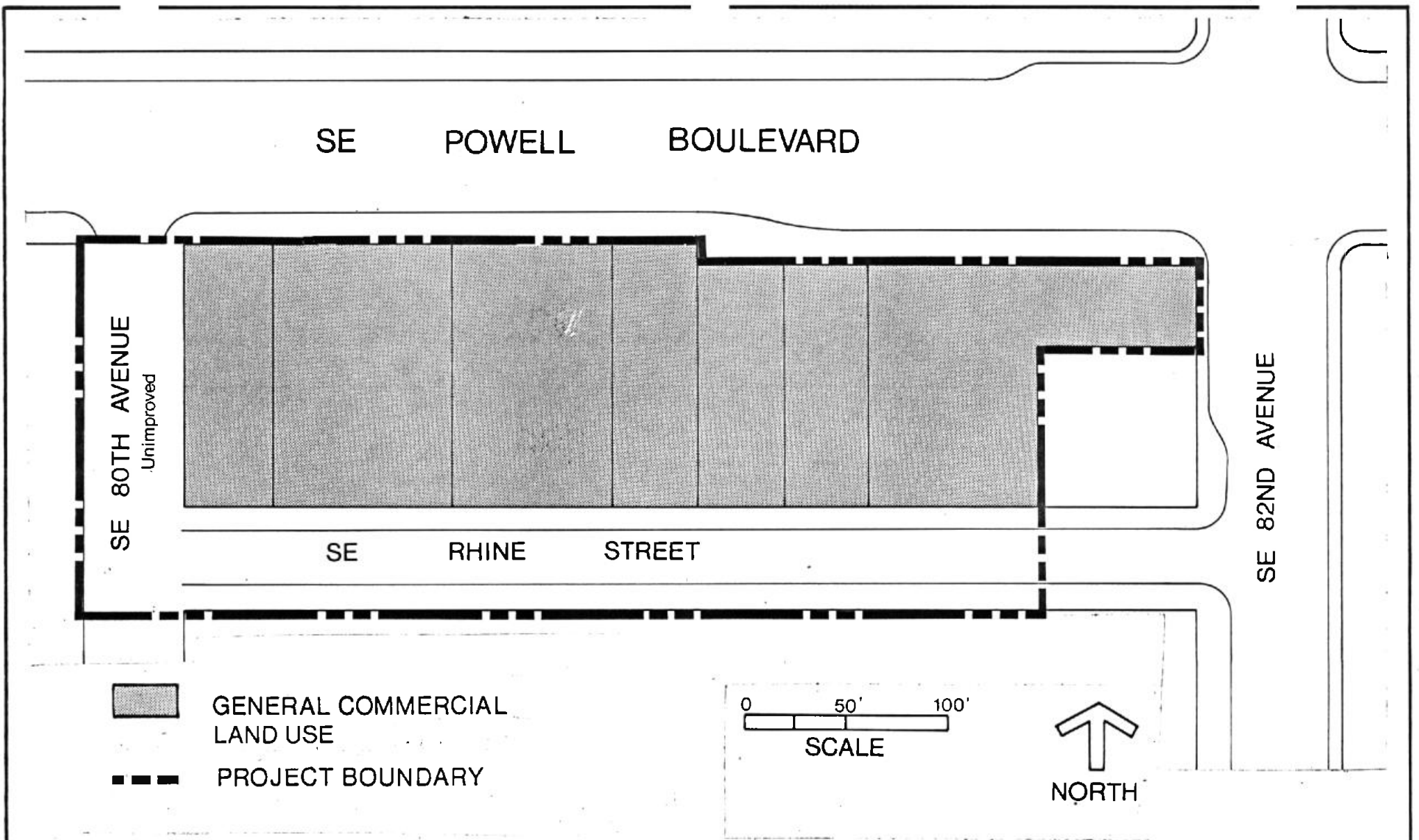


EXHIBIT  
IV

URBAN RENEWAL AREA 2  
BOUNDARY & LAND USE PLAN

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON

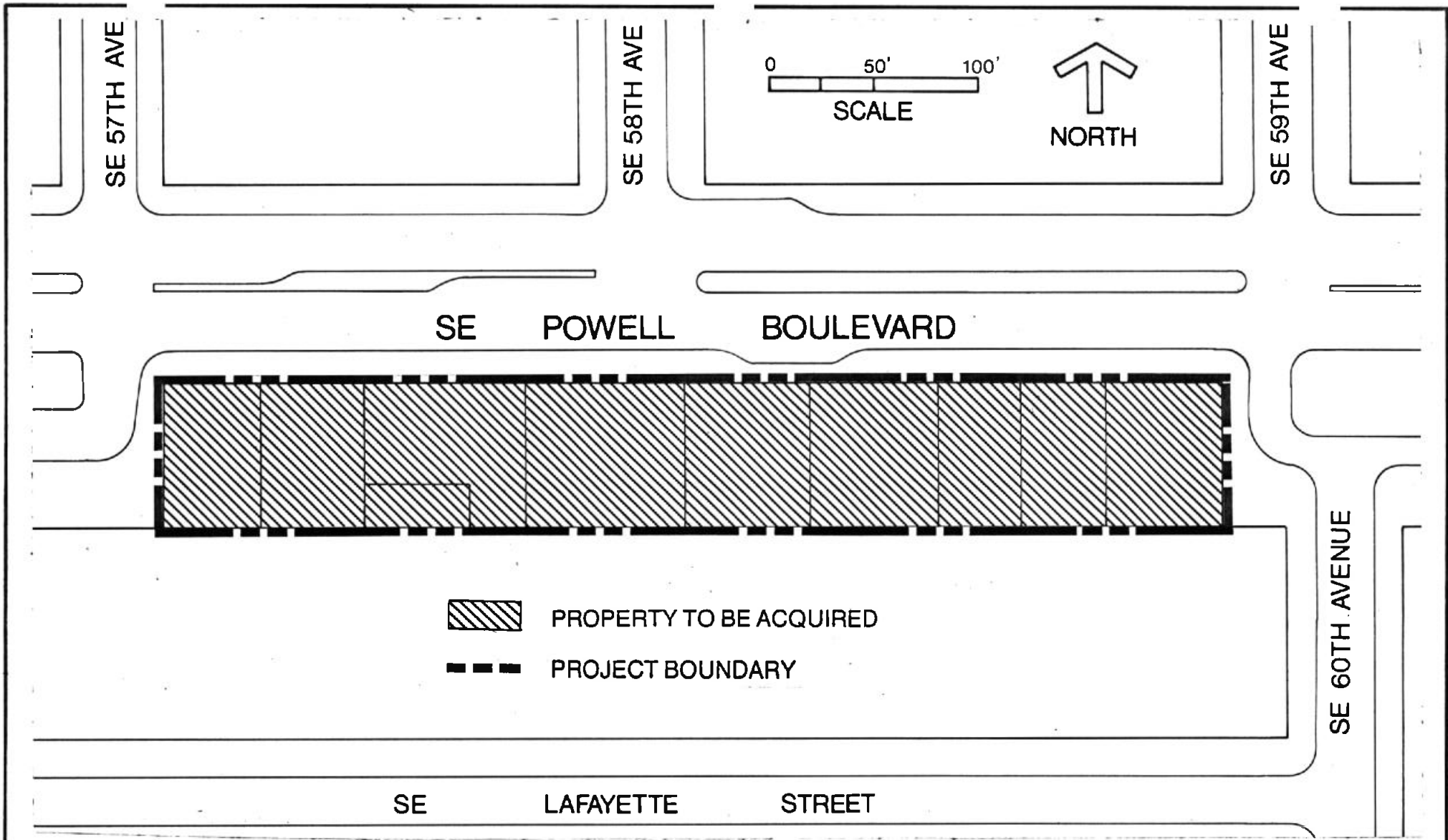


EXHIBIT V	URBAN RENEWAL AREA 1 PROPERTY ACQUISITION MAP	POWELL BOULEVARD AREA URBAN RENEWAL PLAN
		DEVELOPMENT COMMISSION CITY OF PORTLAND, OREGON

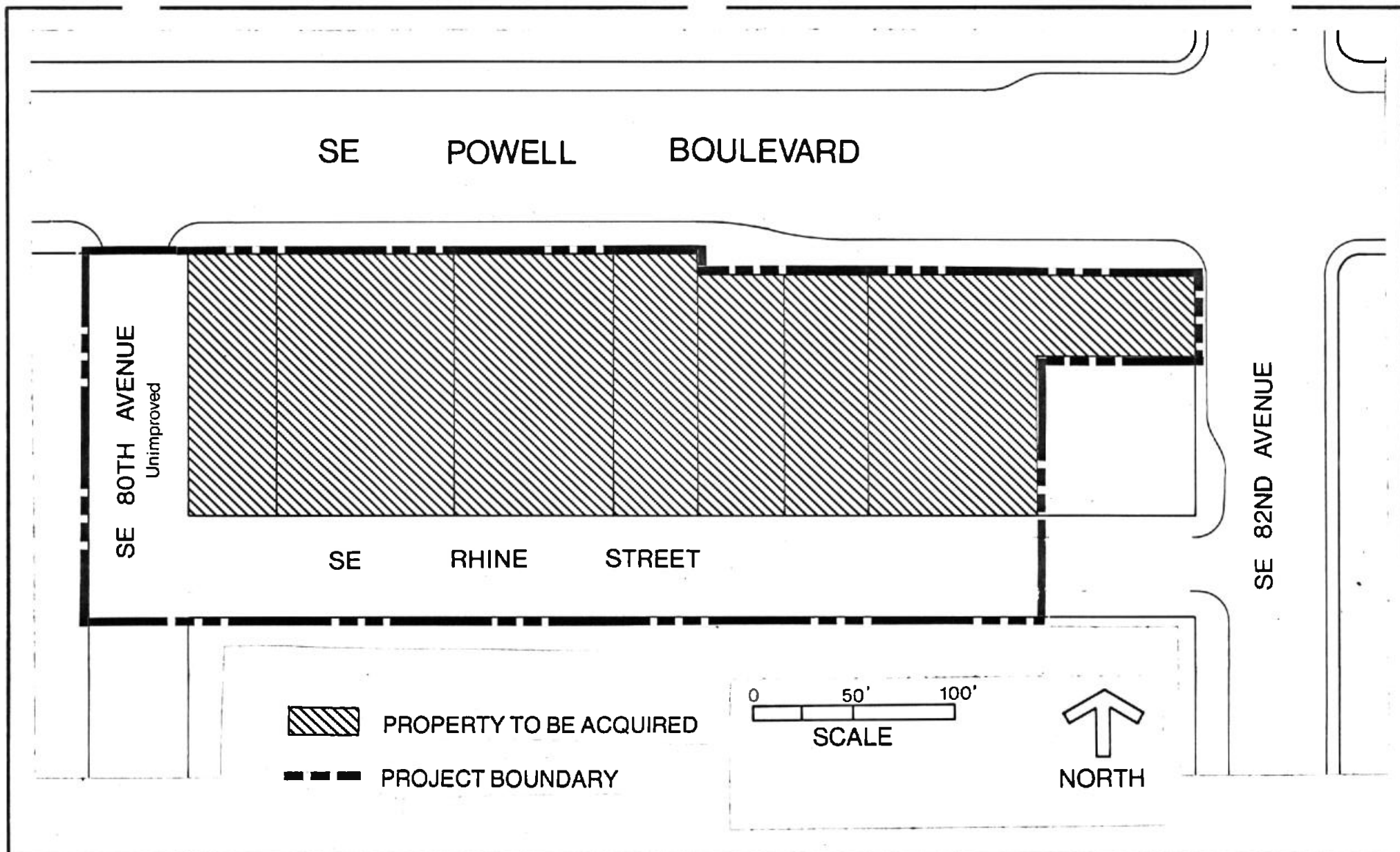


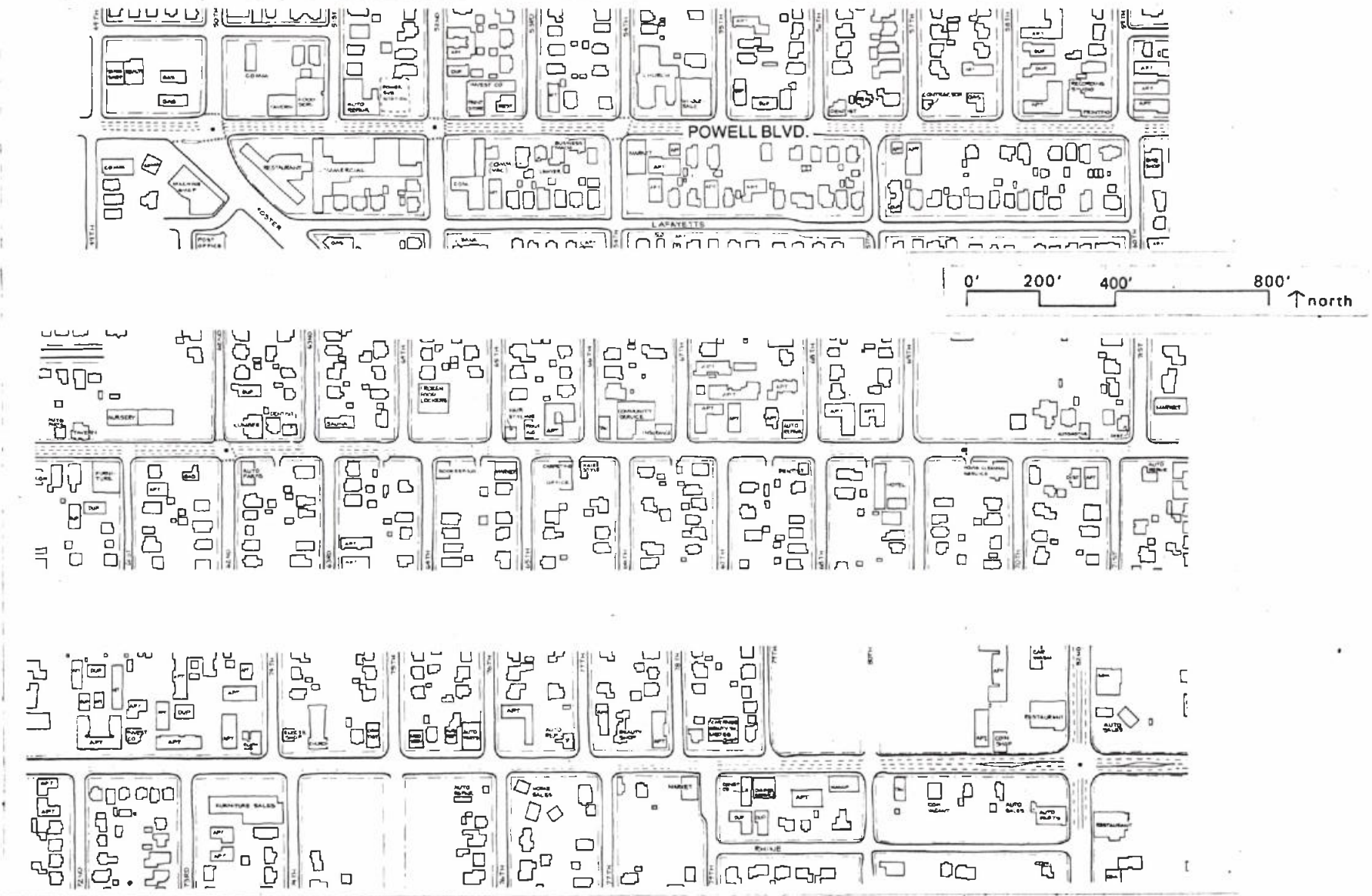
EXHIBIT  
VI

URBAN RENEWAL AREA 2  
PROPERTY ACQUISITION MAP

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON





EXHIBIT

1

## EXISTING STREET PLAN

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON



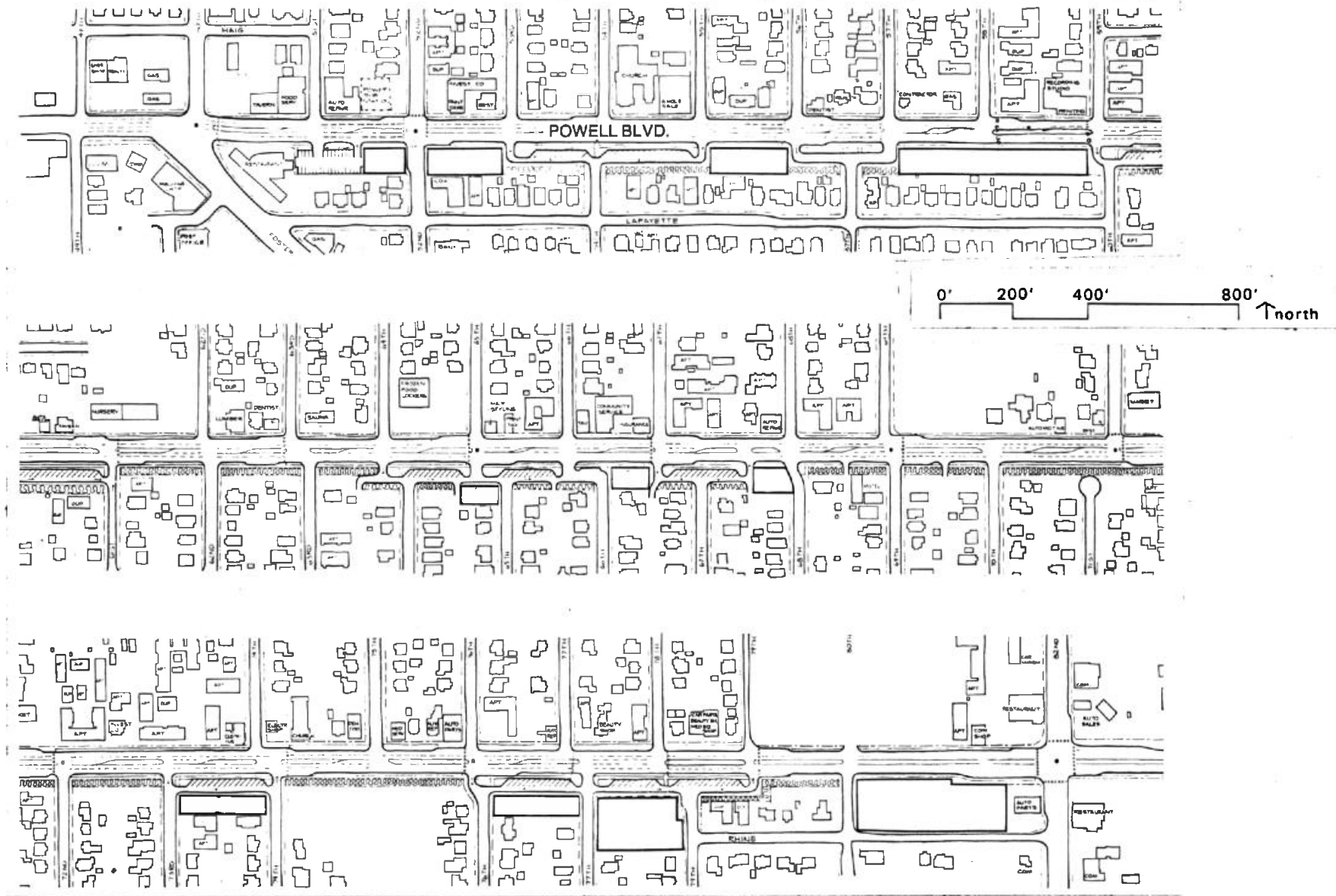
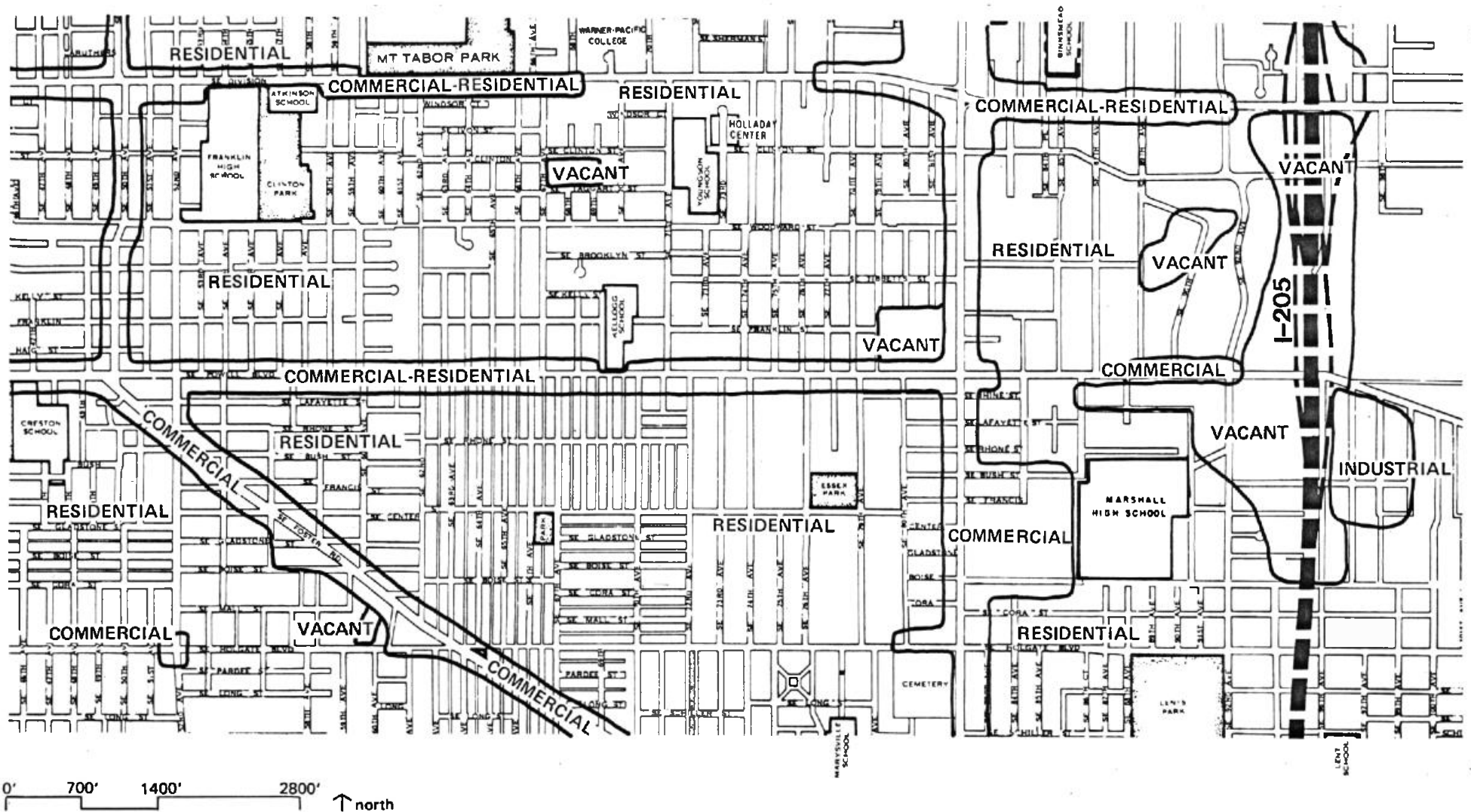


EXHIBIT  
IV

# ALTERNATIVE 2 POWELL BOULEVARD IMPROVEMENT PLAN

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON



EXHIBIT

V

## GENERALIZED LAND USE

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON

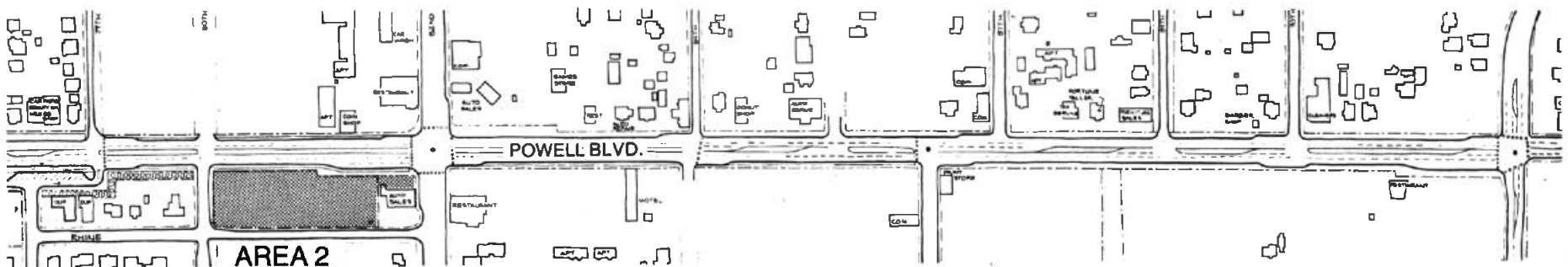
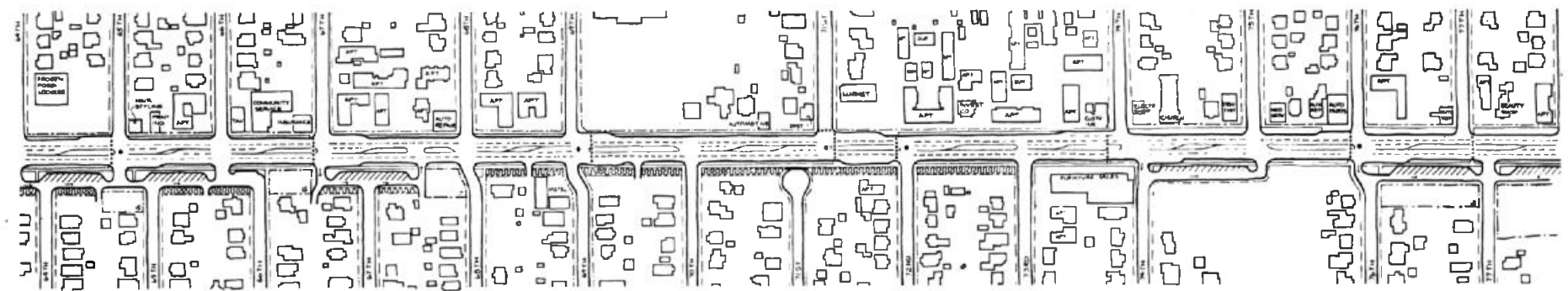
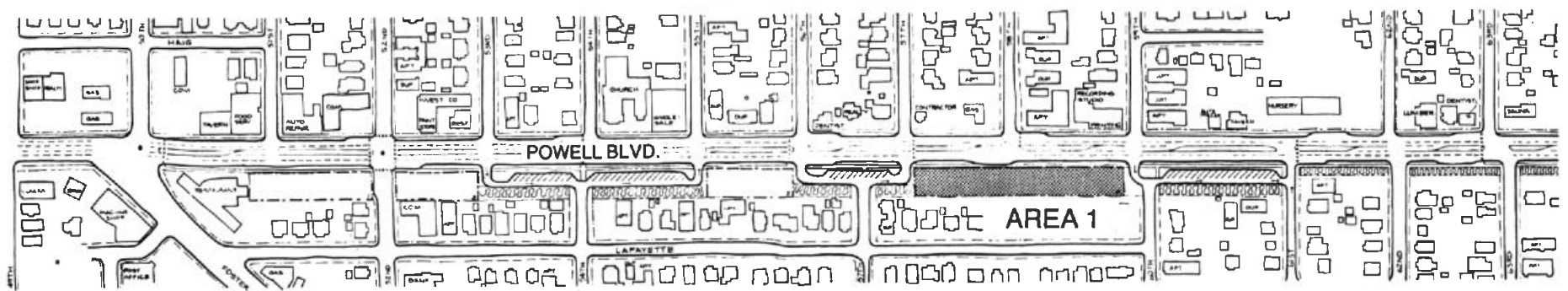


EXHIBIT  
VI

## URBAN RENEWAL AREAS MAP

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON

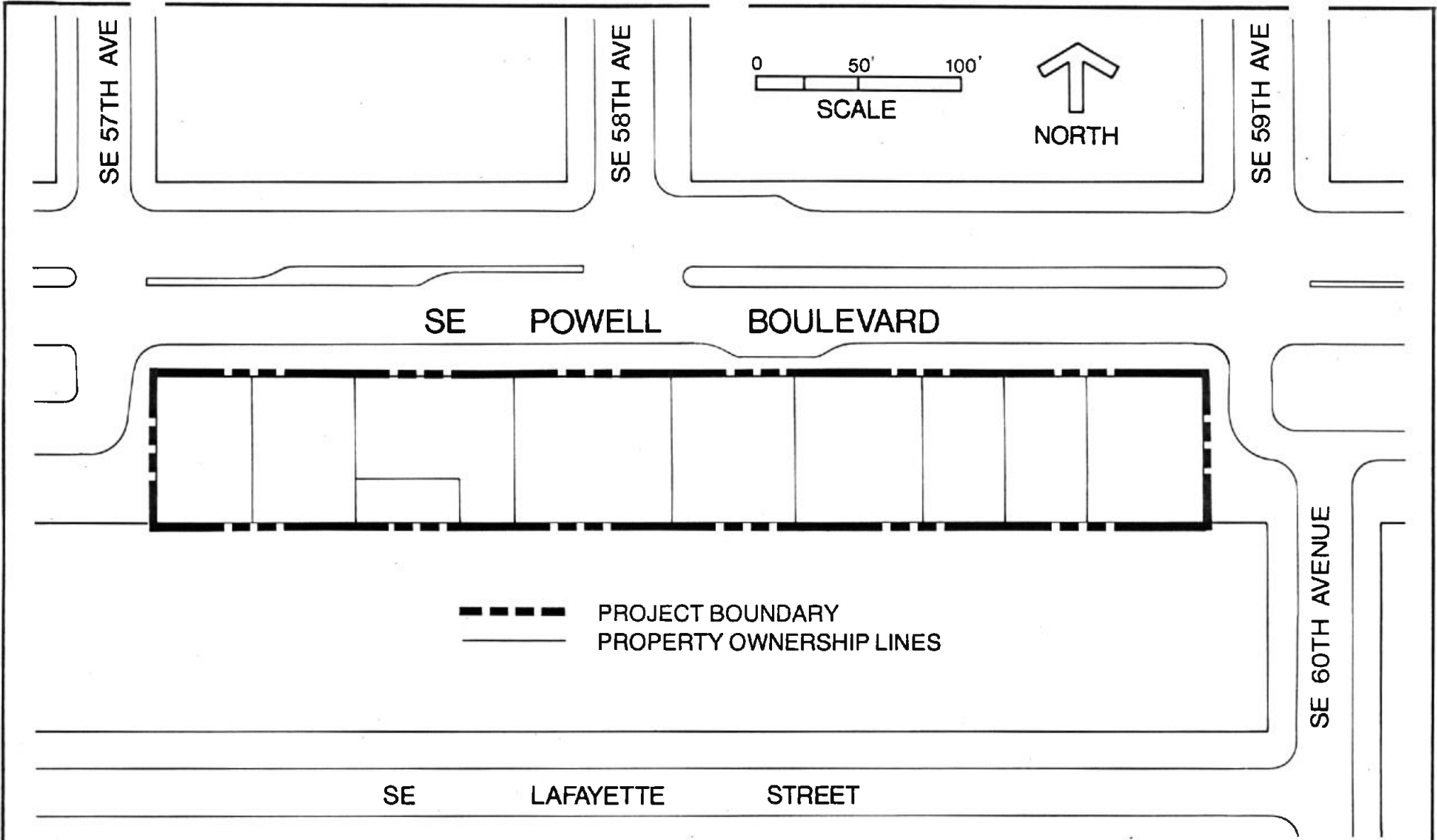


EXHIBIT  
VII

URBAN RENEWAL AREA 1  
BOUNDARY MAP

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

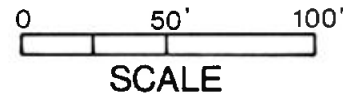
DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON

SE POWELL BOULEVARD

SE 80TH AVENUE  
Unimproved

SE RHINE STREET

SE 82ND AVENUE



NORTH

--- PROJECT BOUNDARY  
— PROPERTY OWNERSHIP LINES

EXHIBIT  
VIII

# URBAN RENEWAL AREA 2 BOUNDARY MAP

POWELL BOULEVARD AREA  
URBAN RENEWAL PLAN

DEVELOPMENT COMMISSION  
CITY OF PORTLAND, OREGON