

Buckman Neighborhood Plan

**Bureau of Planning
Portland, Oregon
August, 1991**

**Adopted by City Council July 24, 1991
Effective August 23, 1991
Ordinance No. 164489**

PORTLAND CITY COUNCIL

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

PORTLAND CITY PLANNING COMMISSION

Martha Peck Andrews, President
W. Richard Cooley, Vice President
Stan Amy, Commissioner
Estill Deitz, Commissioner
Barbara Karmel, Commissioner
Margaret Kirkpatrick, Commissioner
Richard Michaelson, Commissioner
Chet Orloff, Commissioner
Vivian Parker, Commissioner

BUCKMAN NEIGHBORHOOD PLAN STEERING COMMITTEE

Paul White, Steering Committee Chair
Patti Morris, Steering Committee Co-Chair

Chris Brandt
Sherman Coventry
Steve Dotterer
Peter Fry
Jeff Goodling
Jim LeBlanc
Ed Lyle

Leo MacLeod
Don MacGillivray
Margaret Moreland
David Perry
Paul Sallak
Nick Sauvie

COVER PHOTO

Simon Benson residence
SE Morrison at 17th, circa 1898
Oregon Historical Society, #OrHI 52840/0343P104



BUCKMAN NEIGHBORHOOD PLAN

ADOPTED BY CITY COUNCIL
JULY 1991

Bureau of Planning

Gretchen Kafoury, Commissioner-in-Charge

Robert E. Stacey, Jr., AICP, Planning Director

Robert E. Clay, AICP, Chief Planner, Long Range Planning and Urban Design

Project Staff

Jeanne Harrison, AICP, City Planner

Susan McKinney, City Planner

Susan Feldman, AICP, City Planner

Judy Galantha, Graphic Illustrator

Marge Hamlin, Word Processing Operator

This plan was developed by the Buckman Neighborhood Plan Steering Committee in cooperation with the Portland Bureau of Planning and with the assistance of Robin Gunn, Community Outreach Coordinator.

Printed on recycled paper

ACKNOWLEDGEMENTS

BUCKMAN PLAN STEERING COMMITTEE

Paul White, Steering Committee Chair, BCA Chair
Patti Morris, Steering Committee Co-chair, BCA Board,
business owner
Chris Brandt, Belmont Business Assn., business owner
Sherman Coventry, BCA Board, resident, business owner
Steve Dotterer, resident
Peter Fry, land use consultant, CEIC
Jeff Goodling, resident

Jim LeBlanc, Director, Volunteers of America
Ed Lyle, BCA Board, resident, St. Francis parish
Leo MacLeod, resident
Don MacGillivray, BCA Board, resident
Margaret Moreland, CEIC
David Perry, First Interstate Bank manager
Paul Sallak, resident
Nick Sauvie, resident, REACH representative

TECHNICAL ASSISTANCE

Jeanne Harrison, AICP, City Planner, Portland Bureau of Planning
Susan McKinney, City Planner, Portland Bureau of Planning
Susan Feldman, AICP, City Planner, Portland Bureau of Planning
Judy Galantha, Graphics Illustrator, Portland Bureau of Planning
Susan Hartnett, Neighborhood Planner, Southeast Uplift Neighborhood Program

PUBLIC INVOLVEMENT ASSISTANCE

Robin Gunn, Community Outreach Coordinator, Southeast Uplift Neighborhood Program
Alicia Steger, Portland State University Student Intern, Southeast Uplift Neighborhood Program

OFFICE SUPPORT

Portland Bureau of Planning
Southeast Uplift Neighborhood Program

FUNDING & IN-KIND CONTRIBUTIONS

Capt. Bean's Coffee
First Interstate Bank
Hawthorne Coffee Merchant
Portland Bureau of Housing and Community Development
Portland Bureau of Planning
Portland General Electric
Southeast Uplift Neighborhood Program
Starbuck's Coffee on Hawthorne
U.S. Bank
Marie's Kitchen

THANKS TO THE FOLLOWING FOR PROVIDING MEETING SPACE FOR THE STEERING COMMITTEE

Buckman School
St. Francis Parish and Dining Hall
Southeast Uplift Neighborhood Program
Paul and Caroline White

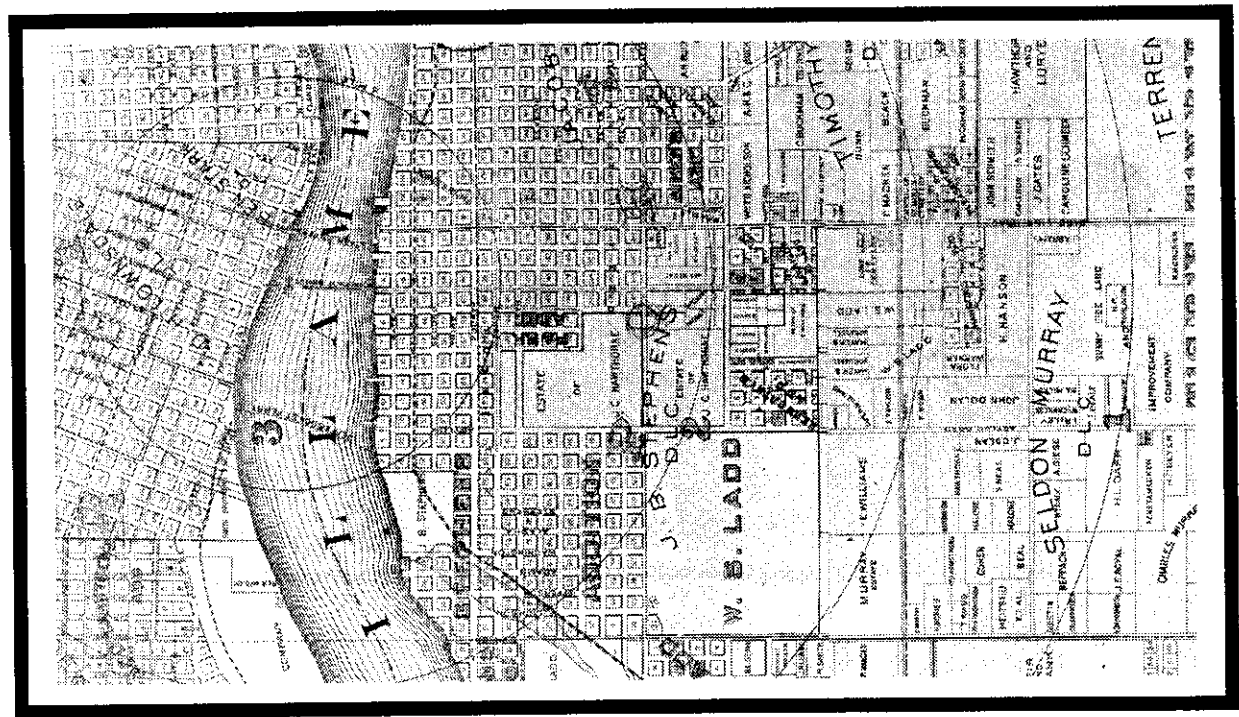
ADDITIONAL THANKS TO:

All participants and facilitators of the Buckman Plan Workshops, all members of Policy Development Subcommittees, all respondents to the Neighborhood Questionnaire, and the many individuals and businesses that provided expertise, support, and encouragement during Buckman's planning process.

ACKNOWLEDGEMENTS

Additional photographs by: Don MacGillivray
Illustrations by: The fourth and fifth grade Buckman School classes of Terry Mischke, Jackie Burns and Barbara Luscher.

I. A PERSPECTIVE ON BUCKMAN



White's Map of Portland
1888
Oregon Historical Society #OrHI 76737

TABLE OF CONTENTS

	Page
I. A PERSPECTIVE ON BUCKMAN	3
II. THE PLANNING PROCESS	6
III. NEIGHBORHOOD DESCRIPTION	13
IV. HISTORY	17
V. ZONING IN BUCKMAN	22
VI. A VISION OF BUCKMAN	28
VII. POLICIES, OBJECTIVES AND STRATEGIES	30
Policy 1: Urban Design and Livability	32
Policy 2: Housing	36
Policy 3: Historic Preservation	40
Policy 4: Safety and Community	46
Policy 5: Transportation	50
Policy 6: Education, Recreation and Cultural Resources	54
Policy 7: Business	62
Policy 8: Social Services and Institutional Uses	66
VIII. APPENDICES	
1. Buckman Design Guidelines	74
2. Glossary	88
3. Implementing Agencies	90
4. Bibliography	92
5. Concept for Street Re-design	94
6. Implementing Ordinances	96



Aerial view of Buckman neighborhood looking
north. (Lone Fir Cemetery on top right side of photo.)
Oregon Historical Society, #ORHI 51676/0358P122

Somewhere in Buckman...

1891—The sounds of hammer and saw fill the air. New houses are going up all over the neighborhood to meet the needs of the many families who want to live here. Buckman's advantages are numerous. Just across the river from downtown Portland, the neighborhood has easy access by carriage, boat, rail, bicycle, and on foot. The community is diverse; households from all over the Americas, Europe, Africa and Asia have settled in Buckman in pursuit of the good life. Commerce is thriving; there is vibrant street life; and children from all over the eastside come to Buckman schools to prepare for the future.

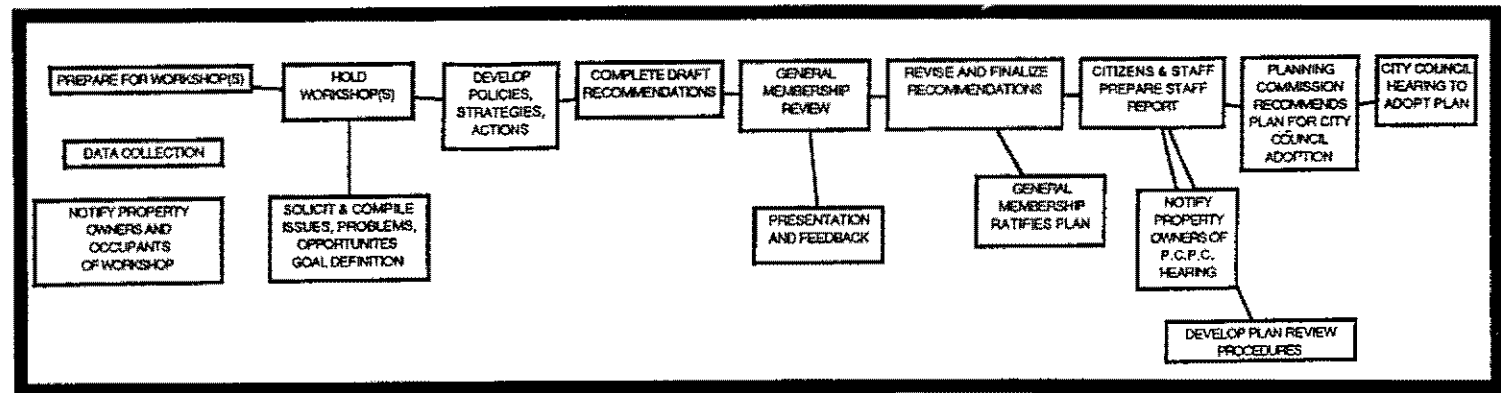
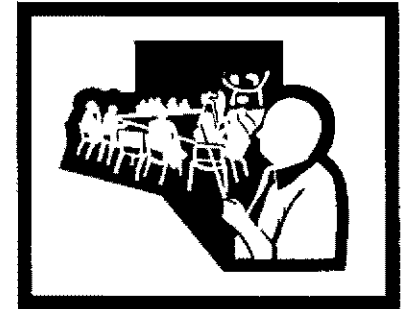
The Buckman community is the oldest, and one of the proudest, on Portland's east side. Buckman began as a working neighborhood--home to blue-collar families, mom-and-pop businesses and "roll-up-your-sleeves" industries--and remains that way today. Through boom and bust, war and peace, Buckman grew as Portland grew. Commercial buildings, warehouses, and large apartments replaced the oldest homes. Some large homes were subdivided and vacant lots were developed.

Buckman hit a low point during the fifties and sixties. Much of Portland's middle class escaped to subsidized, suburban homes via subsidized interstate highways. Shortsighted redevelopment and freeways compromised the neighborhood character of inner southeast Portland. Buckman's fractured land use patterns are a legacy of this era. We have inherited beautiful old homes that are adjacent to commercial buildings and "motel-style" apartments.

Somewhere in Buckman...

1991—The sounds of hammer and saw fill the air. Neighbors are restoring housing all through the neighborhood to meet the needs of the many families who want to live here. Buckman's advantages are numerous. Just across the river from downtown Portland, the neighborhood has easy access by car, bus, bicycle, and on foot. The community is diverse; households from all over the Americas, Europe, Africa and Asia have settled in Buckman in pursuit of the good life. Commerce is thriving, there is vibrant street life, and children from all over the eastside come to Buckman schools to prepare for the future...

II. THE PLANNING PROCESS



Buckman Community Association (BCA) has been an active neighborhood association since 1971. During its history, BCA has participated in numerous neighborhood planning activities, such as the Buckman Community Congresses in 1980 and 1985. Various short-term action plans have been devised by neighborhood volunteers, but none of these have been developed with the intent of incorporating the plan into Portland's Comprehensive Plan. This plan builds on the strengths and experience that BCA developed during previous planning efforts.

BCA submitted a request to the city for a neighborhood plan as part of the Neighborhood Needs process for the 1989 - 90 budget year.

In October 1989, Buckman Community Association and Brooklyn Action Corps applied jointly to Oregon Community Foundation and Portland's Bureau of Community Development for a grant to fund one staff person to coordinate two separate and distinct neighborhood plans. The grant application stated,

"This project will broaden the base of citizen participation, increase commitment to solving neighborhood concerns, and finally, formulate steps to direct future neighborhood initiatives. Although both neighborhoods have had past successes, these have often been reactive and

crisis-oriented. As inner-city neighborhoods, both Brooklyn and Buckman are experiencing increasing pressures that threaten neighborhood livability, from the incursion of commercial uses into residential areas to the effects of homelessness."

Both neighborhoods were chosen to receive the grant and a neighborhood plan in part, because of their long commitment to neighborhood participation.

Funding was approved in November to hire a coordinator. A management team made up of representatives of Buckman, Brooklyn, Planning Bureau staff, and Southeast Uplift staff was formed to guide both neighborhoods through the neighborhood planning process. As their first task, the management team hired the community outreach coordinator. The coordinator then became a member of the management team. The mission of this group was to collectively guide both neighborhoods through the neighborhood planning process, from selection of steering committee members to adoption of the plan.

Buckman began the recruitment of steering committee members in late January 1990. The 16-person steering committee was comprised of representatives from the following demographic segments of the neighborhood: residents (both

homeowners and renters), small business owners, representatives of large businesses with branches in the neighborhood, parents of local school children, church volunteers, staff from social service agencies, representatives from the Central Eastside Industrial Council. Some of these people are longtime Buckman residents or business-people; others have relocated here recently. While several Steering Committee members are veterans of Buckman Community Association activities, many are new recruits with no prior involvement in neighborhood association activities.

In addition to the Steering Committee, a "peripheral" group of 37 interested Buckman neighbors was formed. These neighbors requested to be kept informed of all Buckman plan activities. While not Steering Committee members, these neighbors often contributed valuable information, and donated time and resources, during the development of the plan.

One of the first tasks completed by Steering Committee members, "peripheral" volunteers, and Planning Bureau staff was a land use inventory of the neighborhood.

The goal of BCA was to create a plan that, once adopted by City Council, would provide the city and the neighborhood association with a framework within which to make decisions concerning

Buckman. The Steering Committee's charge was to develop a neighborhood plan that reflected the needs and wants of the neighbors within the framework of the city's Comprehensive Plan.

Community input was solicited through a questionnaire and two half-day workshops. Both were designed to generate ideas on identifying issues, problems, and opportunities in the neighborhood.

The four-page questionnaire was designed by Buckman Steering Committee members, with technical assistance provided from Planning Bureau staff. The questionnaire was mailed to all Buckman residents and property owners. Volunteers also hand-delivered questionnaires to many neighborhood businesses.

The questionnaire asked for input from the community on a variety of livability issues. Neighbors were asked to mail in their questionnaires or drop them off at one of four designated drop points. A total of 6,767 surveys were distributed; 392 were returned, or 6 percent. Included in the mailing was a full-page announcement of the two half-day workshops, inviting all neighbors to participate.

The two half day workshops were held on Saturday, April 28, and Saturday, May 12, 1991 at Buckman School. Over 75 people attended the workshops.

BUCKMAN VOICE

THE NEWSLETTER OF THE BUCKMAN COMMUNITY ASSOCIATION

APRIL 1990

HELP SHAPE BUCKMAN'S FUTURE

We're looking for Buckman neighborhood residents, property owners, business owners and employees, parents of neighborhood schoolchildren, parishioners at neighborhood churches, and others interested in contributing to the guidance of Buckman's future.

Come and voice your opinions on Buckman's past, present and future at two community planning workshops:

Saturday, April 28, 1990
9:00 a.m. to 1:00 p.m.

Topics for Discussion

Places to Live and Work

Housing, Population Mix, Historic Preservation,
Uses of Land, Central Eastside Industrial Area,
& More

Safety

Personal Safety: Perceived and Actual Crime
Social Safety: Drugs, Homeless Population,
Racism & More

Saturday, May 12, 1990
9:00 a.m. to 1:00 p.m.

Topics for Discussion

Livability

Education, Urban Design, Recreation,
Businesses in Relation to the Neighborhood,
Social Services, Amenities and Necessities,
& More

Traffic, Transportation & Parking

A steering committee of Buckman neighbors is working on the design of a neighborhood plan (see article inside).

The ideas that you share at this workshop will be included in this plan. A set of goals, issues and objectives designed to help the city make decisions in Buckman will be adopted by Portland City Council.

These same goals, issues and objectives will be the basis of a neighborhood action plan which outlines short- and long-range resolutions to neighborhood visions.

All workshop participants will be able to share ideas on all topics

Make plans now to participate in this exciting vision for Buckman.

Share Your Dreams . . .

**Come to the Buckman
Neighborhood Plan Workshops**

The primary goal of the workshops was to generate input; the workshop also had a secondary goal of educating workshop attendees on various activities and opportunities in Buckman. After hearing short presentations on Buckman's current status, attendees were divided into small groups to brainstorm issues, problems, and opportunities. The topic areas that the groups considered were:

- Neighborhood Livability
- Safety and Community
- Places to Live and Work
- Traffic and Transportation

In the weeks following the workshop, the steering committee and other interested citizens divided into four policy development subcommittees which focused on the topics discussed at the workshops. Using information gathered at the workshops and from the questionnaires, these committees worked from late April until mid-July developing policies, objectives, and strategies relating to their topic.

In late July each policy development subcommittee forwarded a draft to the steering committee for their review. In early August, a subcommittee began meeting to "edit and polish" the drafts. The polishing committee's decisions were based on written input from the steering committee, Planning Bureau staff, and from subcommittee discussions.

At the end of September the polishing subcommittee presented its draft revision to the steering committee for their comments. Using input from the entire Steering Committee, the draft was further refined by Steering Committee members.

A discussion draft of the plan was printed and two meetings were scheduled for public review of the plan. Neighbors were notified of these meetings through a property-owner mailing of the neighborhood newsletter.

The first meeting, held on November 1, 1990, was an informal "sneak preview" of the plan designed specifically for the owners of properties where zoning was proposed to be changed as part of the plan adoption. Approximately 35 people attended the November 1st meeting.

The second meeting, held on November 8, 1990, was a policy-by-policy review of the entire draft document. This meeting was designed to explain the major points of the plan to anyone interested in the Buckman neighborhood, and to solicit neighbors' opinions of the plan. Fifty-three people attended this session.

The Steering Committee met four times to review suggestions generated at the two meetings. They also considered comments from a technical advisory committee made up of representatives of many city bureaus. Each suggestion

was carefully reviewed by the steering committee. The approved suggestions are included in the proposed plan which is being presented to the Planning Commission.

Throughout the planning process, ensuring community-wide awareness and support of the Buckman plan has been a high priority of the Steering Committee. The planning process has been covered extensively by the Oregonian, and has been featured prominently in the Buckman Voice, the neighborhood newsletter.

In addition to Steering Committee members and those on the "peripheral" mailing list, all who expressed interest in the plan were apprised of the progress. When neighbors attended workshops or meetings, policy development subcommittees, or answered questionnaires, their names were added to the general mailing list. The business community has shown its support by participating on the steering committee, in workshops and public review meetings, by acting as drop-off-points for neighborhood questionnaires, and by providing refreshments for many public and steering committee meetings.

Public hearings before the Planning Commission were held on April 23 and May 28, 1991. The Planning Commission adopted the policies and objectives of the plan and accepted the

remainder of the plan as a working document that will help to explain the policies and objectives and that will provide suggestions for improving the neighborhood.

City Council held public hearings on July 10 and July 24, 1991 and adopted the policies and objectives of the plan as well as the rezoning proposal as adopted by Planning Commission.

THE NEIGHBORHOOD PLANNING PROCESS

THE NEIGHBORHOOD PROCESS

Neighborhood planning is an active process between the residents, business and the property owners of a particular group actively solicits citizen participation in the formulation of the neighborhood. The process on the table, identifies goals and tests alternative ways to achieve desired ends, and proposes specific strategies to help the future.

Neighborhood planning is a process which people initiate and change. The process is a participation among the various alternative goals, in order to arrive at a satisfactory plan. The partnership plan is essential to the success of the venture.

USE OF THE PLAN

Once adopted by the neighborhood plan, the plan serves as an official document for directing action. It serves as an official Planning and City documents and as they develop. It plays the private sector, advocates, and investment and direction for the future.

It provides action both the City and encourages the neighborhood. Most important, the process allows the context of the neighborhood to be identified for the future. Identity.

The neighborhood plan may include maps and diagrams to illustrate the application of goal and policy statements in the plan.

STATUS OF NEIGHBORHOOD PLAN

Once adopted, the neighborhood plan will:

- Be the basis for neighborhood association recommendations to City Council, its commissions, or agencies.
- Guide City Council and its commissions and agencies when making a decision which would affect the neighborhood.
- Be considered by City Council before making any final decision as to the acquisition, construction, or improvement of public facilities in the neighborhood.

LONGEVITY OF THE PLAN

The neighborhood plan should be evaluated biennially by neighborhood associations. It should focus on a time-span of five to ten years, depending on the strategies of the plan.

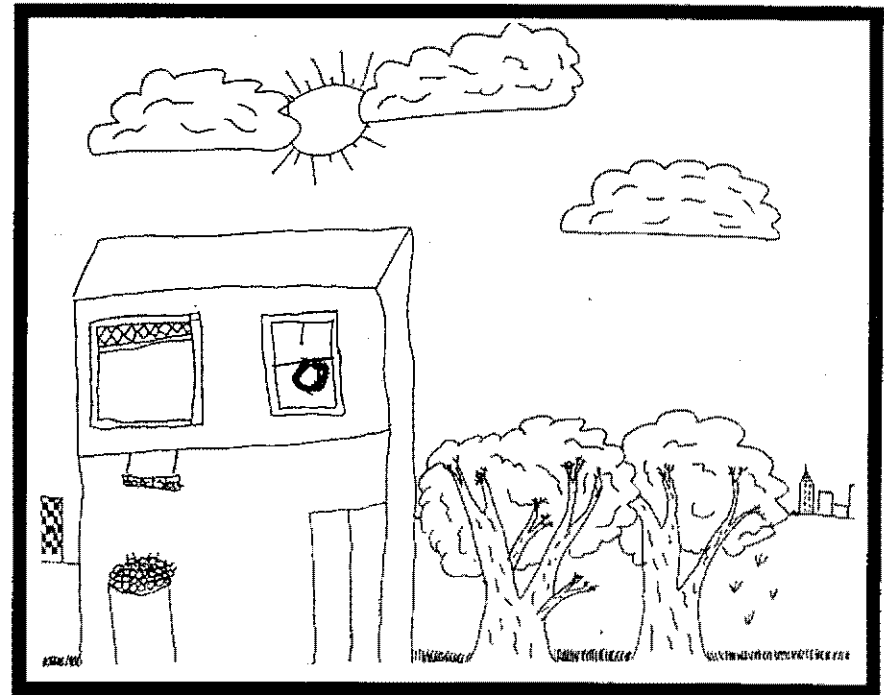
CONFORMITY TO OTHER PLANS

A neighborhood plan should conform to the City's comprehensive plan. In addition, it should consider and accommodate all applicable statewide planning goals and adopted City policies.

ELEMENTS OF NEIGHBORHOOD PLAN WHICH MAY BE ADOPTED

Only the goal and policy statements of the neighborhood plan, and a zoning map projecting these goals and policies, will be considered for adoption by City Council. Specific recommendations as to public improvements or expenditures will not be adopted but should be considered and acted upon separately.

III. NEIGHBORHOOD DESCRIPTION





Hawthorne Park
1905
Oregon Historical Society, #cn006710/0027P477

The Buckman neighborhood shares several characteristics with other inner-southeast neighborhoods. First, it is adjacent to the central business district and it benefits from the vitality, jobs, shopping, and recreation that the downtown provides. However, it also suffers from the traffic impacts of this growing area. Second, the area is rich in history. It was a separate city in the 1870s that expanded over time before being incorporated into Portland. Third, the neighborhood is affected by three bridges which connect the downtown to Buckman, other close-in neighborhoods and some eastern suburbs. In Buckman, the major routes include SE Morrison/Belmont, which bisects the neighborhood, E Burnside on the north boundary, and SE Hawthorne on the south boundary.

Buckman is divided into two major districts at SE 12th Avenue. West of 12th is the Central Eastside Industrial District (CEID), a large industrial and distribution district which has grown up around river, rail and, more recently, highway and freeway transportation systems. Between 12th and 28th Avenues is the residential portion of the neighborhood.

Central Eastside Industrial District
Because the CEID is a regional employment district that is included

in the Central City Plan, the Buckman Neighborhood Plan focuses on the area east of SE 12th. However, the important roles that the CEID plays in Buckman deserve mention. The CEID is a source of employment for many Buckman residents, with many businesses owned by people in the area. It also contains commercial uses and housing that serve Buckman residents, although less than in the past. Much of the commercial part of the CEID, sometimes called the "Citizens' District," is centered along SE Morrison and along the Martin Luther King, Jr. Boulevard/Grand Avenue corridor. This area has recently been designated the East Portland/Grand Avenue Historic District by the city. The apartments in the district provide a significant amount of low-income housing. This same area provides social services to the residents of the CEID.

The Willamette River forms the western boundary of the CEID. It is an important potential recreational resource that has been neglected, because it was first claimed by industrial users and more recently because the freeway creates a barrier between it and the residential portions of the neighborhood.

While the appearance of the CEID has improved in recent years, underutilized buildings, outdated

and large signs, and evidence of crime and homelessness have negatively affected the image of Buckman. This industrial area, with its negative aspects, is what nonresidents are most likely to see as they pass through the neighborhood and it is what many residents are accustomed to seeing as they leave and arrive at their homes.

East of SE 12th Avenue

The residential center of Buckman is east of SE 12th. The residents live in a wide array of housing types that span the entire history of Buckman. As a result, Buckman is the home of a very diverse population. The diversity of housing types includes small and large single-family homes, including some relatively new rowhouses, group housing serving various purposes, and large and small apartment buildings. Many of the houses originally built as single-family homes have been converted to multiple units. The majority of the housing is rental units. Only a small percent of Buckman's residents own their own homes.

In general terms, Buckman is laid out in a grid system of 200-foot by 200-foot blocks on a flat terrain. The general zoning pattern leads to an assumption of a field of single-family development split by three

corridors of commercial and multifamily zoning along E Burnside, SE Morrison/Belmont, and SE Hawthorne. The reality is more complicated. Buckman is really rolling terrain, originally covered with forest and later with farms. Much of the earliest development was located on knolls and ridges. Some of the oldest buildings have been replaced, often with apartments, but many older homes still remain. The grid pattern of streets is broken up by large blocks of land set aside for schools, churches, parks and the Lone Fir Cemetery. Occasionally, the blocks are double or even triple in size. Only six of the 16 north/south streets are actually continuous through the neighborhood. As a result of this historic development pattern, the residential portions of Buckman are actually many small pockets of housing. In some instances, a pocket will have housing that is consistent in age and style, but more often, there is diversity, a reflection of the long, slow rate of development.

The residential portion of the neighborhood has a large number of institutions, including Buckman Grade School and Central Catholic High School. Lone Fir Cemetery provides a large park-like area whose history, beauty and restfulness provide a quiet core for the neighborhood, but it could serve more community needs. Colonel Summers

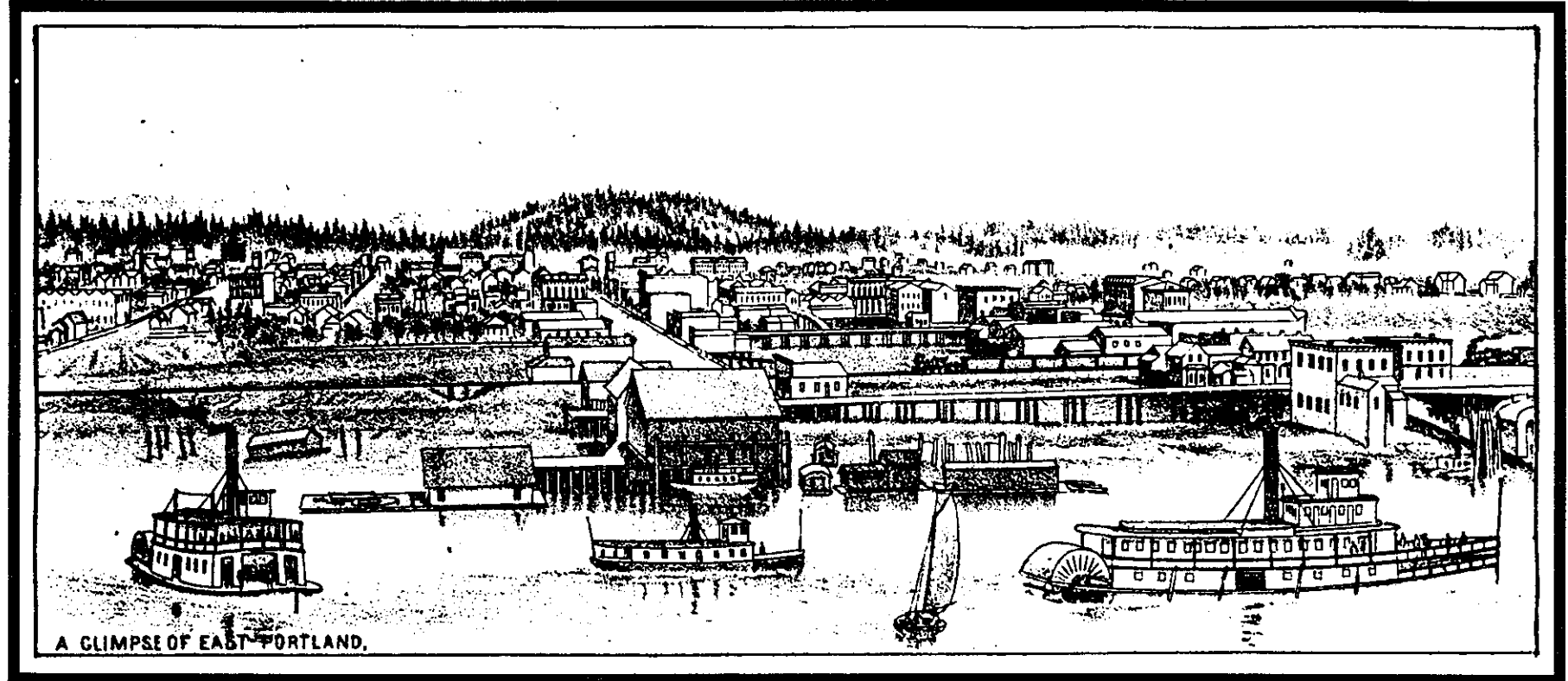
Park is the neighborhood park and is located near the center of the community. Unfortunately, it attracts some undesirable activities. The neighborhood has been identified as being park deficient by the city.

Commercial Corridors

The three major east/west transportation corridors of E Burnside, SE Morrison/Belmont and SE Hawthorne, are the major commercial and service areas of the neighborhood. Three areas, Downtown Portland, Lloyd Center and the Hawthorne district, provide the major shopping opportunities outside the neighborhood. The neighborhood shopping areas, therefore, tend to be small and none of them have become dominant within the neighborhood.

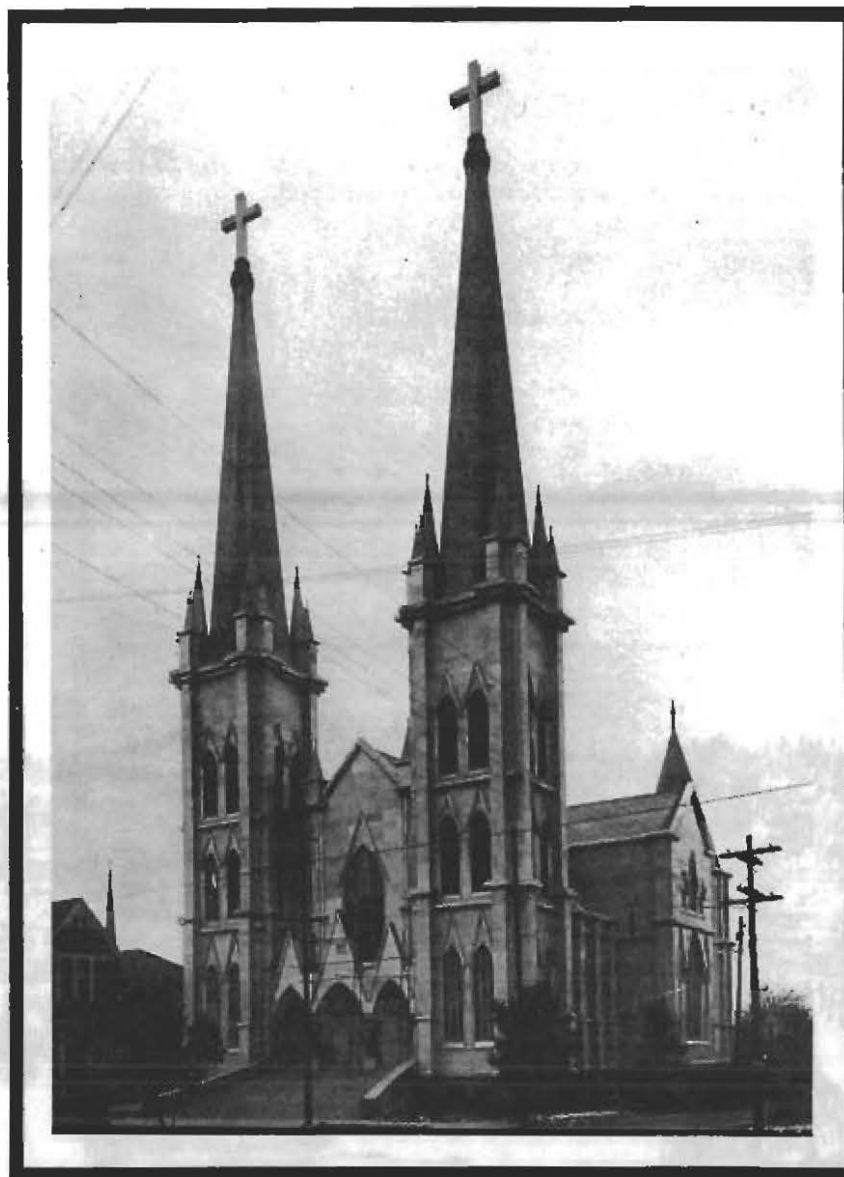
As the population, both within and outside Buckman grows, the neighborhood would like to see the development of a small, central commercial area which could act as catalyst to neighborhood vitality.

IV. HISTORY





James B. and Elizabeth Stephens (early land claim holders) monument in Lone Fir Cemetery



St. Francis Church
1935
Oregon Historical Society, #OrHI 35253

Early History – Before 1890

Vancouver and Oregon City were the first settlements in the Portland metropolitan area. Fort Vancouver preceded Portland by about 40 years and Oregon City preceded it by about 10 years. A number of small communities were established between these two settlements, each trying to be the center of commerce. Among these was East Portland. Established on land settled by James B. Stephens in 1845, it included large areas of marshy slough similar to today's Oaks Bottom. Portland won out over the other communities because of its natural deep water close to a broad flat bank and its direct access to the rich farmlands of the Tualatin Valley.

In 1854, several victims of a steamboat accident were buried on the Colburn Burrell farm close to the grave of Emmor Stephens. This small gravesite became Lone Fir Cemetery in 1866. Many early Portland pioneers rest here, including James Stephens, Asa Lovejoy, D.H. Lownsdale, Dr. J.C. Hawthorne, and Governor George Curry.

Two railroad companies, one on each side of the Willamette River, competed to establish the first connection with California. Ben Holladay won this race in 1869 with a track along the current right-of-way

on the east side of the Willamette. With this railroad came the access and economic growth needed for the development of the city of East Portland.

Dr. James C. Hawthorne built a private hospital for the mentally ill in 1862 that soon became known as the Oregon Asylum for the Insane. The Oregonian reported, "There are few places in the state, and none near Portland, that afford a more beautiful retreat: where one may spend a pleasant and profitable afternoon, near its magnificent crystal spring surrounded by fine landscape scenery." After the institution was moved to Salem in 1883, this 20-acre parcel became Hawthorne Park in the city of East Portland. It was located between what is now SE Ninth and Twelfth Avenues, SE Taylor Street and SE Hawthorne Boulevard (which was then known as Asylum Road).

Saint Francis Catholic Church was established on its current site in 1875. The two-block site was purchased from James Stephens for \$10.00. This was the first parish on the east side. It extended from the Willamette River to the Sandy River and from the Columbia River to the Clackamas County line. Its twin spires towered over the small community. Along with the single spire of Centenary Wilbur church, they were landmarks for the one- and two-story town.

The A.H. and Cyrus Buckman family were early settlers on a farm just north of Burnside between 15th and 20th. Their political activity in support of public education led to their name being selected for the public grade school and the neighborhood association.

In 1883, the arrival of the trans-continental railroad created the impetus for new growth in the region, especially in East Portland. Both commercial and residential development expanded with the national economy.

Connections to the west side were by ferry until 1887, when the first Morrison Bridge was built. The Railroad (Steel), Madison (Hawthorne), and Burnside bridges soon followed. Streetcars were making the countryside accessible to the city and the new bridges promoted the rapid development of eastside real estate.

Major Growth – 1890 to 1930

The city limits of East Portland extended to SE 24th Avenue when it consolidated with Portland in 1891. However, most contiguous residential areas ended at about Tenth Avenue. The streetcars encouraged development of small groups of homes near its stops. The

country life was preferred even at this early date.

The gradual process of filling in the area that is known as Buckman took about 40 years. Development ebbed and flowed with the economic climate of the nation and the region. All of the development occurred while an efficient streetcar network provided good transit service. Relatively few vehicles of any kind appeared on the streets during this period.

Zoning was first applied to Portland in 1924. All of Buckman's residential land was placed in Zone II, Apartments. Regulations that applied in this zone were nonexistent. An article in the December 1, 1929, edition of the Oregonian read: "Apartment house construction is proceeding so rapidly and so ill-planned that it is time to put out the 'stop, look, and listen' sign. according the findings of the Portland Realty Board."

Most businesses were local; owners lived at or near their stores. Many fruits and vegetables were grown on nearby vacant land or on small truck farms. There was always a need for extra labor, especially in the summer. Before the automobile became common, the distribution system was not centralized. Stores were smaller and closer to residential areas. More peddlers and

service and delivery people gave the housewife the option of shopping at home. The doctor, teacher and banker were more likely to live in the neighborhood.

Decline – 1930 to 1965

The Depression hit Buckman hard. Buckman actually lost population. The resulting sag in demand for real estate led to abandoned housing and tax delinquency. Most of the housing was 30 to 35 years old by 1940. As single-family units gave way to apartments and rooming houses, the population became more transient and the character of Buckman began to change. With the replacement of streetcars by the automobile, streets were widened and street trees removed, making these commercial areas less viable and less inviting to the pedestrian.

World War II brought work and many new shipyard workers, but it also brought shortages of all kinds, including housing. A common solution in the inner neighborhoods was to divide the large old Victorian homes into many units. Codes were lax and unevenly enforced, allowing less than desirable circumstances to exist.

During the boom period after the war, the housing shortage continued. Now the automobile became the vehicle that

allowed country living. The old-fashioned Victorian style was perceived as the classic "haunted house", a decadent relic of another age. The oldest neighborhoods of Portland were systematically redeveloped for economic expansion. In Buckman, the fine Victorian homes between SE Seventh and SE 12th were removed for new industrial development.

The new zoning ordinance of 1959 was a great improvement, but it did not take away an owner's previous development rights. The residential areas in Buckman were zoned A-1 for apartments. This zone allowed 40 apartments on a 40,000-square-foot block. In 1924, the transportation system was the street car and most businesses served local residents. By 1959, the transit system had been replaced by the automobile, and national corporations were acquiring more and more of the best local commerce. The new apartment buildings, typically built to the minimum requirements, became known as "barracks in asphalt" by their critics. Almost every residential block in Buckman east of SE 12th has apartments from the 1950s and 1960s. The number of owner-occupied dwellings decreased from 2,826 in 1950 to 632 in 1980.

With this increase in density, urban problems characteristic of central cities also increased. In the 1960s, national attention shifted to the needs of the poor and disadvantaged neighborhoods such as Buckman.

Rebirth – 1965 to 1990

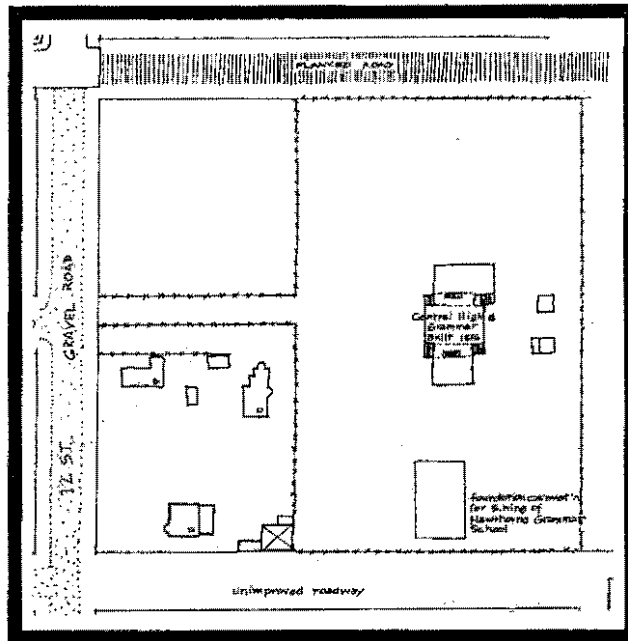
Buckman residents learned in 1965 that their neighborhood had been declared an official “Pocket of Poverty,” along with inner northeast and southeast Portland. Buckman formed the Buckman Community Action Committee and joined the Portland Metropolitan Steering Committee. The “War on Poverty” had begun, and community organization was its cornerstone.

The 1970s brought an increase in environmental awareness along with a realization that planning was needed to encourage growth sensitive to human values. Planning was done with available federal monies. Large parts of Buckman were downzoned to single-family residential. The late 1970s and the mid-1980s was a period of planning marked by the Comprehensive Plan and the Central City Plan. These documents set the tone for what follows in this plan. The ideas expressed here are a logical continuation of the long record of planning and accomplishment to

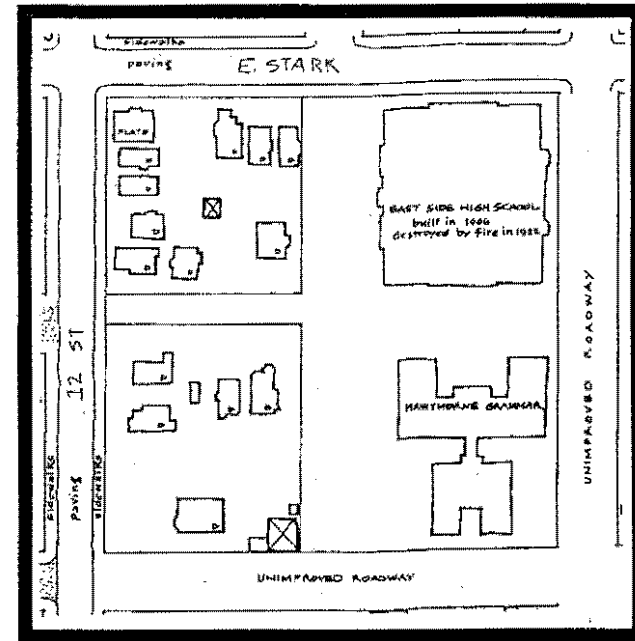
improve the Buckman community over the last 25 years.

The following statement about the future of Buckman, as stated in the 1973 “Buckman Community Plan,” makes a good introduction to this neighborhood plan.

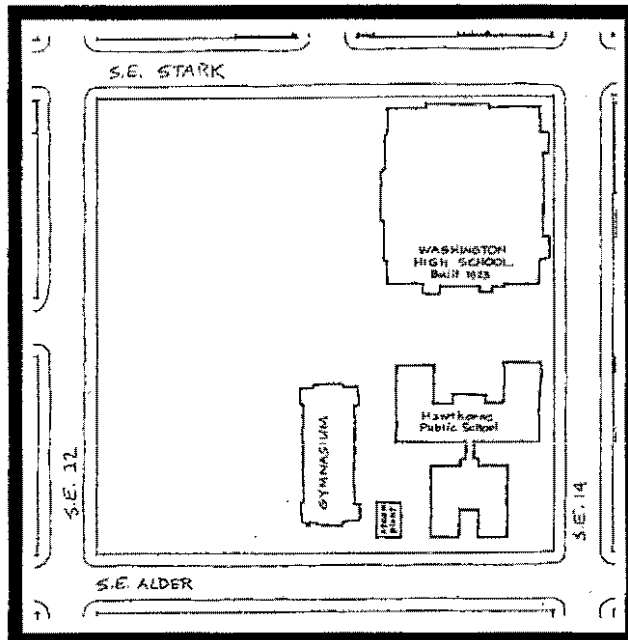
“The principal future role and responsibility for Buckman is to provide an environment for living for a diverse population. To accomplish this, Buckman must be attractive, not only in a visual sense but in a social and physical sense as well. Its streets, homes, and schools must suggest stability, convenience, and security. Its residents must establish the formal and informal mechanisms that can provide attention to community problems and opportunities.”



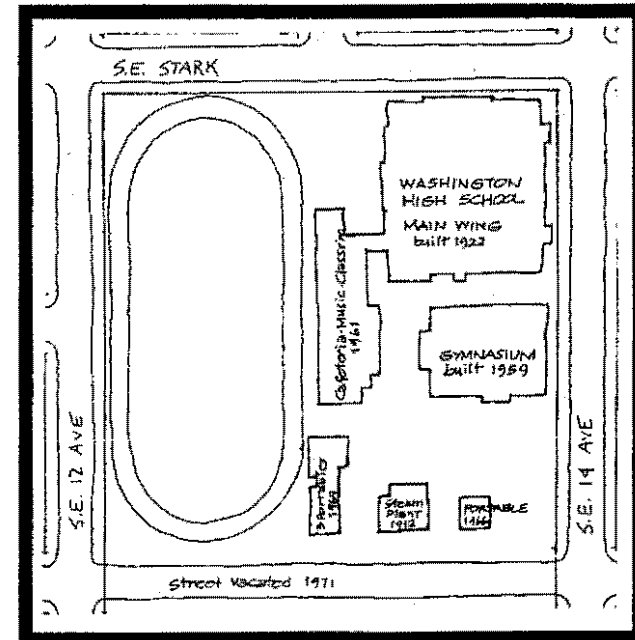
1897



1908



1935



1977

The evolution of Washington High School
1897 - 1977
Prepared by John Perry, Architect/Planner

V. ZONING IN BUCKMAN



Aerial view of Buckman neighborhood looking west. (Lone Fir Cemetery on right side of photo.)

History of Zoning in Buckman

The first zoning ordinance in Portland was adopted in 1924. The residential sections of Buckman were given Zone II, Apartments; property bordering on the major streets was given Zone III, Commercial. Portland's early zoning pattern was a reflection of having the highest density at the core with lower density rings on the outer edges and corridors of commercial zoning radiating out from the center.

This early pattern of zoning led to the disappearance of residential areas between SE Eighth and SE 11th between 1945 and 1959. This area was zoned commercial and redeveloped to become part of the Central Eastside Industrial District.

The city adopted a new zoning code in 1959 and Zone II areas were changed to A-1, Apartments, requiring 1,000 square feet of site per housing unit. The purpose of the A-1 zone was to encourage "elevator apartments up to six or eight stories." The zoning regulations also required off-street parking. The combination of the base zoning, the parking and other zoning requirements, and development on relatively small parcels frequently resulted in small, "motel-like" apartment buildings and large, paved areas devoted to off-street parking. Lloyd Keefe, a past Planning Director, stated in 1976 that

these "apartment developments are barren of any amenities and look cheap and have had an adverse impact on existing development."

In the mid-1960s, President Johnson's "Great Society" era, more consideration was given to improving inner-city neighborhoods. By this time, over one-quarter of the residential land in Buckman had been developed for apartments. Land values were high in relation to the older homes so there was an incentive to let the housing deteriorate while land values appreciated.

In 1968, Buckman was nominated for inclusion in the Model Cities program, but it was not approved. Later that year, a request was submitted to the Office of Economic Opportunity (OEO) for planning assistance for Buckman, but the Governor vetoed it. From 1969 to 1971, an intensive effort was made to seek physical improvements through the Certified Area program. However, the guidelines restricted funds to neighborhoods that were predominantly owner-occupied. By that time, Buckman was less than 20 percent owner-occupied.

A study of inner southeast Portland was made in 1970 through a WICHE internship grant sponsored by Portland Action Communities Together. The conclusion of this

report states, "Poor housing, incompatible land use mixtures, blighted commercial strips and industrial areas, and heavy arterial traffic are problems that are difficult enough to contend with, but there is a further liability which is potentially more detrimental to the area. There is a lack of 'community' within the community."

In 1972, a six-month study to identify the important characteristics and make recommendations to improve Buckman was completed. The resulting "Buckman Community Plan" was sponsored by the Portland Development Commission with funds from the Neighborhood Development Program. The plan contained two proposals relating to zoning of the residential portion of the neighborhood: "1) the permitted residential densities should be reduced, and 2) new standards should be adopted that lead to better residential design." The plan also recommended that in M3 or C2 zones that are developed primarily with houses that, "a continuation of the present zoning would be defeating." It went on to suggest that "rezoning can also be used to limit the types of business to those most beneficial to an area."

Two years later, Buckman joined with other inner southeast neighborhoods to create the Inner

Southeast Coalition in order to direct the use of Housing and Community Development resources.

The Buckman Zoning Committee formed at about this time. Its purpose was to study the possibility of rezoning parts of residential Buckman. In 1976, Buckman petitioned the city to rezone two small areas comprising approximately ten city blocks in area. Among the reasons for this rezoning proposal was the belief that "rezoning to create a zoning pattern which is compatible with the way land and property is still being used is a direct way of combating this deterioration process."

The Bureau of Planning conducted a study of the two areas proposed for rezoning and also included an evaluation of the rest of the residentially-zoned part of the neighborhood. The outcome of the study was a decision to rezone all of the A-1 portion of the neighborhood to A2.5, a zone that allowed single family and duplex development. The rezoning was accompanied by a provision to allow apartment development at the A-1 density through a conditional use review process if development criteria were met. The criteria were intended to mitigate the impact of development and result in a higher degree of

compatibility with existing development.

In the late 1970s, the Bureau of Planning began development of its state-mandated comprehensive plan. Buckman's planning committee, a subcommittee of the neighborhood association, was active throughout the process. As a part of the Comprehensive Plan, the A2.5 zone was restructured to become the R2.5 zone. This zone did not allow apartment development at all, and duplexes were only allowed through a conditional use review as a conversion of an existing single-family home. The development criteria were no longer needed and were dropped. The zoning pattern of Buckman was restructured and much of the area previously zoned A2.5 was rezoned to R5, Single-Family, residential. Other A2.5 areas were converted to R2.5. The A-1 areas were converted to R1. Some of the commercially-zoned areas along major streets were rezoned from C2 and M3 to R1 and C4 as a way to break up the pattern of strip commercial and encourage transit-supportive levels of residential development.

In 1988, the Central City Plan recommended new zoning within the Central Eastside Industrial District. The commercial core along the King/Grand corridor and along the Morrison corridor were rezoned from

C2 to CED, Central Employment with design review.

The new zoning code, adopted last year and effective January 1, 1991, changed the commercial zoning designations once more. Most of the areas zoned C2 were converted to CS, Storefront Commercial, to encourage a continuation of the storefront character that was once typical of inner city commercial areas and to encourage a more attractive and vital pedestrian environment. The pattern of commercial and residential zoning did not change.



OS Open Space
R5 Residential, 5000 Sq. Ft.
R2.5 Residential, 2500 Sq. Ft.
R2 Residential, 2000 Sq. Ft.
R1 Residential, 1000 Sq. Ft.
RH High Density Residential

CN1 Neighborhood Commercial
CO1 Office Commercial
CS Storefront Commercial
CG General Commercial
EX Central Employment
IG1 General Industrial 1

BUCKMAN NEIGHBORHOOD

BUREAU OF PLANNING
JANUARY 1981

Changes to Zoning

The neighborhood continues to have a pattern of zoning and development which do not match. The zoning proposal that is contained within the strategies of this plan is a way to further refine the zoning to improve the zoning/use match.

The primary aim of the new zoning is to provide additional stability to the existing single-family homes that are common throughout the neighborhood. This aim is accomplished by rezoning property from multifamily to single-family (either attached or detached, depending on location). The neighborhood hopes that these structures will be more likely to be preserved as single-family dwellings once redevelopment pressures are reduced.

The zoning proposal also includes rezoning properties along SE Ankeny to lower residential densities as a way to reinforce the northern edge of the neighborhood and ensure that the revitalization efforts that are becoming evident continue.

As a part of creating this stronger edge, the plan proposes adding a Buffer overlay to properties on the north side of SE Ankeny. The buffer is used to soften the impact of development on residential areas. Currently, the properties along SE

Ankeny are developed with a mixture of uses and parking lots that are visually unappealing. The street also experiences truck and car traffic associated with commercial and industrial uses along Ankeny.

The zoning along E Burnside and SE Ankeny was changed to Storefront Commercial from General Commercial as a part of the Code Rewrite Project. Over time, it is expected that development will occur that is more pedestrian-oriented. The Buffer regulations will ensure that new development will have less impact on the residential portion of the street. This is accomplished by not allowing access onto Ankeny through the Buffer and by requiring higher levels of landscaping adjacent to the street. The Buffer is proposed only on properties that have alternative access and that are across the street from residential zoning.

The city adopted a "No Net Loss" Housing Policy as part of the Comprehensive Plan and the Code Rewrite Project. The policy is intended to balance the loss of housing potential when residentially-zoned areas are changed to commercial, employment or industrial zones and where downzonings occur. The zoning proposal of this plan includes several areas of downzoning where the housing potential will be reduced. As

mitigation for these reductions, the plan proposes several areas of zoning changes that either upzone from lower to higher residential densities or that change from Storefront Commercial to Mixed Commercial (which requires housing to be built as a part of new development).

All of the zoning changes adopted are shown on the map following this section of the plan. As much as possible, the changes conform to existing uses. For example, upzoning from R5 to R1 is proposed for properties that are already developed with medium size apartments at approximately R1 density.

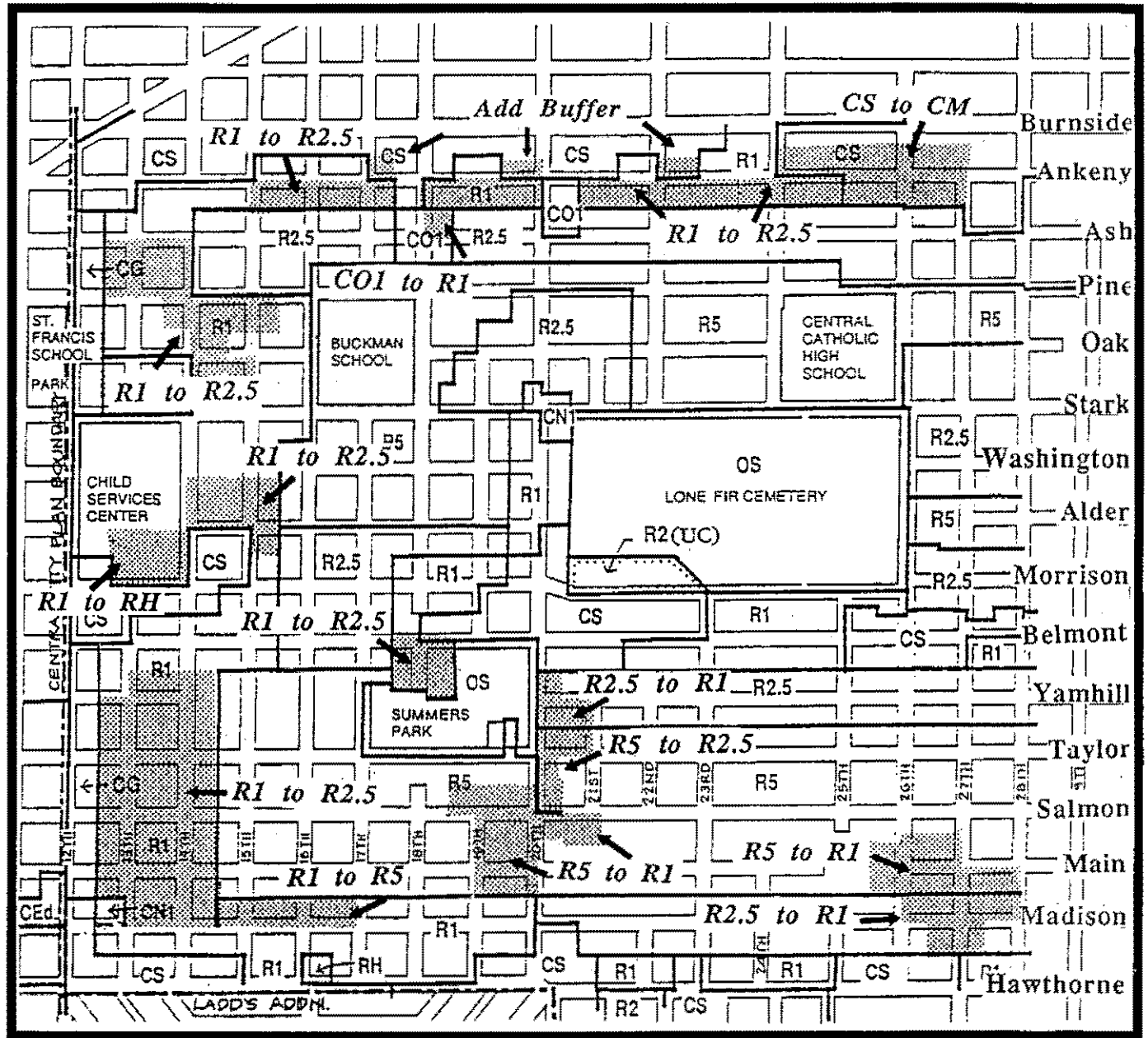
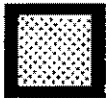
BUCKMAN NEIGHBORHOOD

BUREAU OF PLANNING
JANUARY 1991

LEGEND

- OS Open Space
R5 Residential, 5000 Sq. Ft.
R2.5 Residential, 2500 Sq. Ft.
R2 Residential, 2000 Sq. Ft.
R1 Residential, 1000 Sq. Ft.
RH High Density Residential
CN1 Neighborhood Commercial
CO1 Office Commercial
CS Storefront Commercial
CG General Commercial
EX Central Employment
IG1 General Industrial 1
(UC) Comprehensive Plan Designation
d Design Zone
g River General
UC Urban Commercial

AREAS TO BE REZONED
(EFFECTIVE 8/23/91)



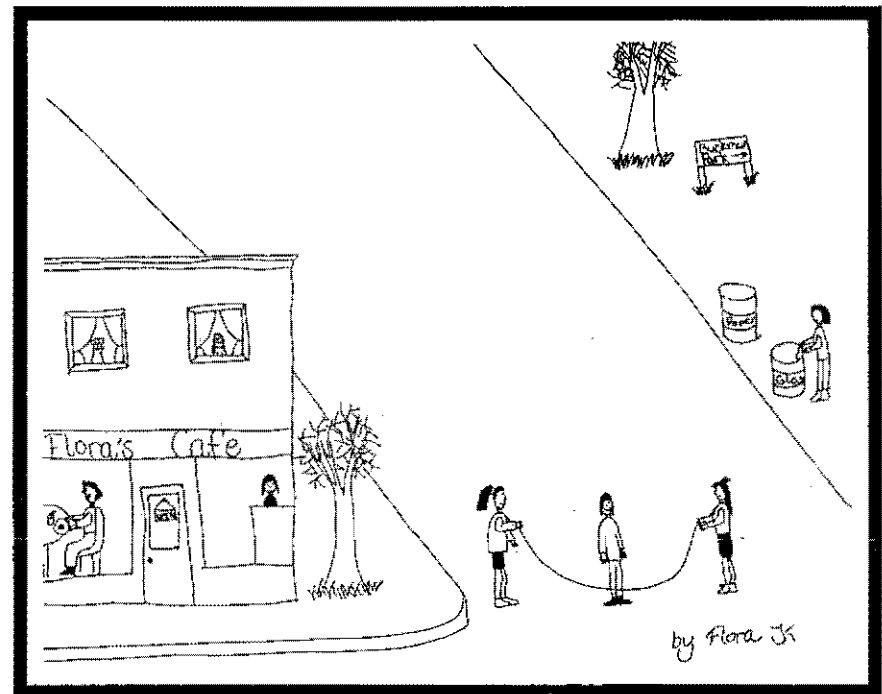
VI. A VISION OF BUCKMAN

The Future of Buckman

In the future we will have more duplexes or houses above stores, so we would have more room in the neighborhood. If someone lives above a store they could just walk to the store so they wouldn't use any gas, also they could just carry the things they buy back to their house, so they wouldn't have to use a paper bag.

Plant lots of trees that will give us air to breath. Trees will also give us shade in the summer and blossoms in the spring.

Lydia



What values guide the Buckman Neighborhood Plan? What is our common vision of the future?

We must build on the strengths of our community and work together as neighbors, property owners, business people, and government to address our weaknesses. One of the fundamental goals of the Buckman Neighborhood Plan must be to restore the feeling of a unified, yet diverse, urban neighborhood from this collection of assorted elements.

The people of Buckman must recognize and celebrate the diversity of our community. We must share ideas and cultures with each other and eliminate prejudices against people of all races, religions, national and ethnic origin, gender, sexual orientation, and physical/mental disability. By building on Buckman's diversity, we can help lead Portland toward its cosmopolitan future.

As we look to the future, we must recognize that one of our greatest strengths is our past. Buckman's legacy includes a wonderful assortment of historic buildings which are superb examples of nearly every architectural style of the last 100 years. New development and renovation of existing structures should be compatible with the neighborhood's historic context. Buckman's landscape can be as glorious as much of its architecture. Nearly every block showcases

spectacular trees, flowers, and shrubs, some of which are over a century old.

While we celebrate our past, we must prepare for the future. Our children must receive the best possible education. Learning must be recognized as a lifelong adventure, self-realization as well as reading, mystery as well as math, fine arts as well as fitness. We must work to make schools the focal points of our community. Open to all ages, they must be year-round centers for learning and fun.

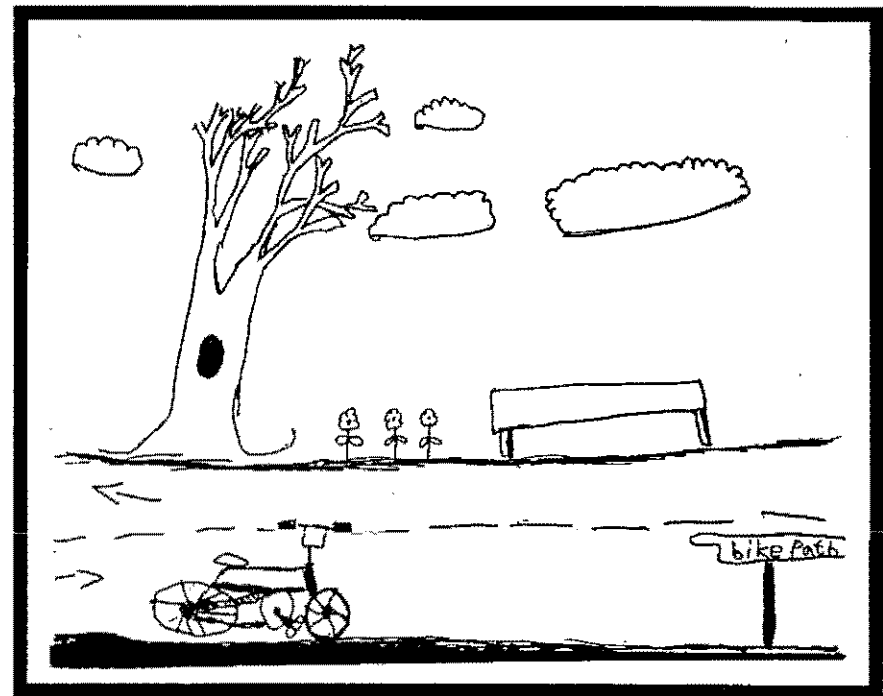
We must build on the economic base of our community. A viable neighborhood provides jobs and income for those who live in it as well as a market for quality goods and services. The revitalization of the Central Eastside Industrial District and Hawthorne Boulevard in recent years has provided thousands of jobs for residents. The health of these districts must continue and extend to other streets such as Belmont, Burnside, and 12th Avenue.

Buckman is a caring community. The neighborhood has dozens of institutions like churches, social service facilities, shelters and halfway houses. However, we must ensure that the neighborhood is not overwhelmed by institutional uses. Because of its central location and affordable real estate, Buckman will always accept its share of institutional uses, but we must demand that every other neighborhood also carries its fair share.

Buckman's central location also brings an abundance of traffic. Every morning and evening brings a relentless rush of commuters through Buckman, people who have no connection to our neighborhood other than rubber on asphalt. When Buckman joined with other southeast neighborhoods to defeat the Mt. Hood Freeway, we willingly sacrificed that highway, but we also lost tens of millions of dollars which were intended to solve southeast traffic problems. With a 19th century transportation system straining to handle 21st century traffic, Buckman must demand its share of resources to support a balanced transportation network designed for people travelling by light rail, bicycle and on foot, in addition to buses and automobiles.

Most importantly, the Buckman Neighborhood Plan must mobilize our greatest asset, our people. Nobel-prize winner Linus Pauling, cartoon legend Mel Blanc, and former Oregon Governor Victor Atiyeh are some of the most famous of Buckman's accomplished citizens. Other Buckman neighbors' accomplishments are not well known, but are integral to the progress that the neighborhood has made in the latter half of this century. Their successors will determine whether this vision for Buckman will be realized. That vision is of a close-knit community where people know and care for their neighbors, and where parks and porches are filled with laughter and conversation.

VII. POLICIES, OBJECTIVES AND STRATEGIES



This portion of the plan includes discussions of the eight issue areas and their related policies, objectives and strategies.

The discussion accompanying each issue area provides a glimpse of the neighborhood, its past and present. The discussion includes a summary of problems relating to the issue area and possible solutions.

The policies and objectives of the plan will be adopted by City Council. They will provide guidance to the city and the neighborhood in setting priorities and making decisions which affect Buckman.

The policies are broad, far-reaching statements that reflect the neighborhood's vision for itself. The policies are structured to address the major issues that were discussed at the workshops and in returned questionnaires. The objectives are more specific statements which tell what the neighborhood hopes to accomplish.

The strategies follow the individual objectives which they most closely implement. Not all objectives have strategies, however, development of new strategies may occur in the future. Strategies are denoted by capital letters, e.g., "A," "B," etc. The strategies are a set of actions which will help the neighborhood achieve the objectives of the plan. They help the neighborhood to

set priorities and to request assistance from the city. Implementing these strategies puts the plan's policies and objectives into effect and creates a stimulus for future projects and activities. The strategies will not be adopted by City Council.

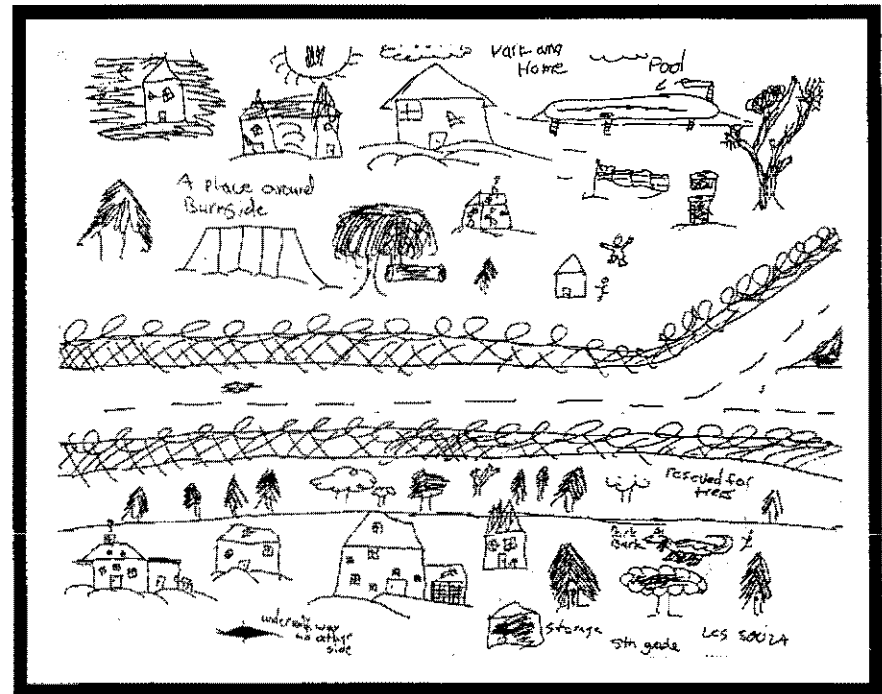
Following each strategy, one or more agencies or groups are listed (abbreviations are explained in the appendix). These agencies or groups may act as the lead on a particular project or program, provide funding or carry out the work. Listing such an entity does not commit it to taking on the responsibility of the task listed. The strategies and groups should only be looked at as a starting place that gives direction to the neighborhood and the public sector. In keeping with the intent of this plan to be a motivating force for the neighborhood, the Buckman Community Association is listed as the implementing agency for many of the strategies.

Implementation

The neighborhood will periodically review the plan to ensure that its strategies are being achieved. In addition, the plan will be used for development or revision of city policy. The plan will also be used to review land use cases and as guidance for the private sector to work with the neighborhood.

POLICY 1:

URBAN DESIGN AND LIVABILITY



Discussion

Urban design involves the relationships and functions among buildings, open spaces, traffic patterns, landscaping, and other physical elements within a relatively dense city neighborhood.

This neighborhood plan hopes to outline improvements to Buckman's urban design that build on the neighborhood's unique physical characteristics. These characteristics include: older houses, apartment buildings, and commercial storefronts; nearness to downtown Portland; a centrally located school and parks; local shops and services that are easily accessible to the residents of Buckman; nearness to the Willamette River; quiet, tree-lined streets and sidewalks that encourage walking and bicycling.

An appreciation of the human scale of the homes and a sense of neighborliness thrive in this environment. Survey respondents frequently identified these features as integral elements of neighborhood character, while post-WWII apartments detracted from that character. Design conflicts of scale, style, and function also erode this character. The neighborhood must actively pursue compatible development and neighborhood revitalization projects that will sustain the neighborhood's visual character.

The zoning requirements make medium and high-density housing

difficult to build without creating off-street surface parking that is incompatible with the older neighborhood. High-density housing development would be more appropriate as part of a mixed use development project close to good transit service. New development should be sensitive to Buckman's existing character and should seek to address the physical, social, and economic needs and desires of the neighborhood.

Owners should be encouraged to restore and rehabilitate rather than replace vintage structures on their properties. The Buckman Plan provides development and design guidelines (see Appendix) that will encourage compatible design for new development, conversions and expansions of existing structures. These guidelines are not mandatory, but the neighborhood encourages their use.

Other elements of urban design should be used to reinforce and improve the physical appearance and functioning of the neighborhood. Public art and small open spaces should be included in private and public development projects. Design review, where it is required in the CEID, should consider issues of compatibility and impact on the rest of Buckman. The neighborhood, the city, and businesses should cooperate in finding design solutions that address neighborhood concerns. A marketing plan should be combined with good urban design to attract new development

that is sensitive to the physical, social, and economic needs of the neighborhood.

The horticultural landscaping features of the neighborhood should be emphasized when new development or rehabilitation of existing areas is planned. Tree lined streets, well-maintained yards and public areas, backyard urban wildlife sanctuaries, and edible landscaping, are several design features that can incorporate horticultural improvements. Livability can be enhanced through efforts such as sharing of tools, plants, flowers, produce, and gardening tips.

Zoning should reinforce neighborhood stability. The Buckman Neighborhood Plan proposes to rezone a number of high-density, multi-family zoned properties (R1) to lower-density single-family zones (R2.5 and R5) to encourage preservation of the small stock of single-family housing.

While physical design is vital to people's impression and use of the Buckman Community, the social organization is what makes improvement in urban design possible. The organized and coordinated efforts of the many residents, business people, and property owners in Buckman can have a long-term, positive impact on the urban design and livability of the neighborhood.

Policy 1 Maintain and improve the quality and urban character of Buckman's physical environment and attract compatible development.

- Objective 1.1 Maintain and improve the historic character of Buckman.**
- A. Modify the 19th century street grid to reduce through traffic and provide opportunities for recreation and parking improvements. (PDOT)

- Objective 1.2 Advocate physical changes that strengthen neighborhood identity and livability.**
- A. Work to develop a target area improvement plan (TAIP) for areas in need of direct revitalization. (REACH)
 - B. Develop a neighborhood marketing plan and work with realtors to implement it. (BCA)
 - C. Create special street signs for the neighborhood. (BCA)
 - D. Remove billboards along neighborhood collector streets. (Legislature)
 - E. Encourage shared use of yards. (BCA)
 - F. Support placing utility wires and facilities underground. (BCA, City)
 - G. Create a community land trust to preserve land for uses like affordable housing and open space. (REACH)

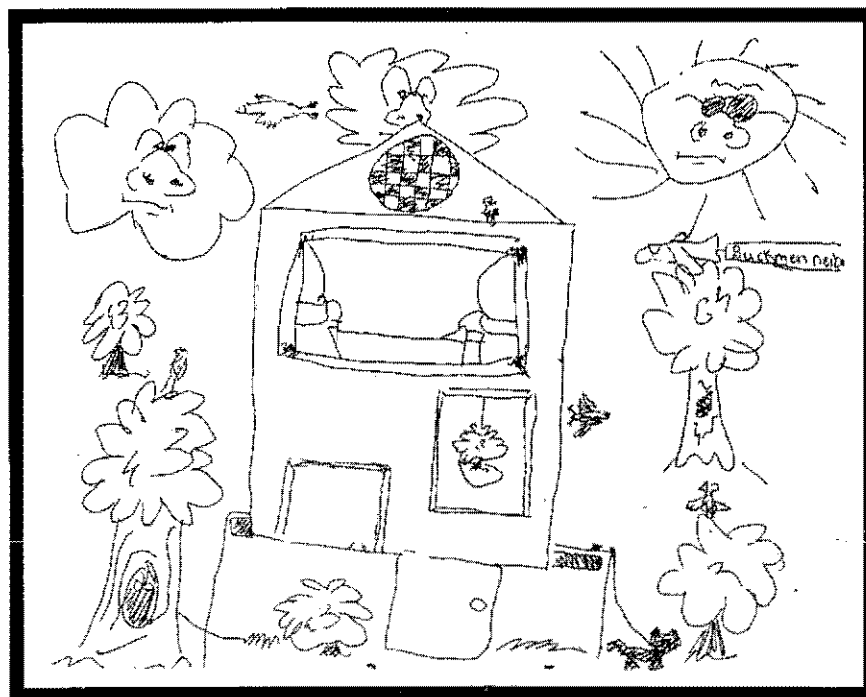
- H. Clearly indicate entry into the Buckman neighborhood by signs and landmarks. (BCA)
- I. Expand the use of vacant land for vegetable gardening (community or private vegetable gardens). (Parks, private, HCD, PDC)

- Objective 1.3 Develop and enhance Buckman's pedestrian environment.**
- A. Widen sidewalks and install street furniture, informational kiosks, and neighborhood identification signs at appropriate locations in Buckman. (PDOT, HCD)
 - B. Plant street trees, including appropriate fruit and nut trees, in residential and commercial areas. (BCA, FOT)
- Objective 1.4 Encourage restoring existing properties rather than razing and replacing them.**
- Objective 1.5 Encourage new development and renovation of existing structures to meet Buckman commercial and residential architectural guidelines. (see Appendix)**
- Objective 1.6 Support planning and design of new developments that enhance neighborhood livability.**

	<ul style="list-style-type: none"> A. Work with developers early in the development process to comment on their plans and discuss environmental impacts of proposed development on the neighborhood, e.g. noise, air, lead, and particulate pollution, hazardous waste, vibration and odor. (BCA) B. Work with realtors and developers to attract development compatible with the neighborhood. (BCA) C. Preserve public views to downtown and the west hills. (BOP) 		
Objective 1.7	Promote the development of a clear identity for commercial nodes on Burnside, Belmont/Morrison, Hawthorne and the Central Eastside.		
	<ul style="list-style-type: none"> A. Work with businesses to encourage the use of signs that reinforce neighborhood identification. (BCA) 		
Objective 1.8	Promote the use of renewable resources.		
	<ul style="list-style-type: none"> A. Encourage property owners to preserve solar access on their own and neighboring properties. (BOP) 		
Objective 1.9	Promote the reduction of air pollution, noise, energy use, litter, solid waste, and use of hazardous materials in Buckman.		
			<ul style="list-style-type: none"> A. Provide education and incentives for residents to recycle solid and organic waste materials. (Metro)
		Objective 1.10	Ensure that zoning, building, noise and nuisance regulations are enforced.
			<ul style="list-style-type: none"> A. Bring existing parking lots up to city standards for surfacing, striping, and landscaping. (BOP, BOB, Private) B. Improve control of animals. (Mult. Co.)
		Objective 1.11	Use the design review process in the CEID to encourage development that is compatible with the surrounding area and encourage voluntary design review in the rest of the neighborhood.
		Objective 1.12	Continue to work toward the expansion of design review in Buckman.
		Objective 1.13	Encourage business owners to provide privately owned open spaces that can be enjoyed by the neighborhood.
		Objective 1.14	Encourage business owners to provide public art and associated amenities such as: benches, flower boxes and drinking fountains.

POLICY 2:

HOUSING



Discussion

Buckman's housing is as diverse as its residents. The Buckman Neighborhood Plan's housing policy is designed to help stabilize housing and Buckman's resident population, while recognizing this diversity.

Housing types in Buckman vary from modest, clean-lined bungalows to elaborate Queen Anne and other Victorians, Italianates and American Foursquares, and from multistoried brick apartment buildings of the early 20th century to post-WWII "motel-style" apartment developments.

A land use inventory completed in early 1990 shows that there are 3,959 housing units in Buckman. Eighty-one percent of the units are multi-family and only 19 percent single family, compared with a city-wide average of 63 percent single-family. Recent data shows that only 14 percent of Buckman's housing is owner-occupied, compared to a city-wide average of 55 percent. Many single-family residences have been converted to multi-family units, some legally and others illegally. A number of single-family houses are used as residential care facilities. In recent years, however, many previously rented single- and multifamily units are being restored and occupied by their owners.

New residential construction is rare in Buckman. During the period from April 1988 to March 1990, only one building permit was issued for new construction of a single-family residence.

Diversity is also reflected in the cost of housing in Buckman. The sale prices for homes in Buckman for 1990 ranged from approximately \$20,000 to \$100,000. Multifamily units typically rent in the \$200 to \$500 range for a one-bedroom and in the \$250 to \$600 range for a two-bedroom. The affordability of housing attracts a diverse mix of residents to the neighborhood.

Though many homes in Buckman are well-maintained, others are not. Illegal conversions from single- to multifamily units, absentee landlords, and rapid turnover in rentals contribute to poor maintenance of housing. Many houses have been upgraded and restored through the low-interest loan programs offered by the Portland Development Commission.

The predominance of multifamily and rental housing causes a high resident turnover rate. The neighborhood encourages the trend toward greater owner-occupancy and discourages further conversion of the small stock of single-family residences. The neighborhood must also encourage restoration and new housing construction on vacant land to be of

enduring quality, and to be compatible with the neighborhood's architecture.

While increased owner-occupancy and better housing maintenance is improving long-term residency, these efforts alone will not stabilize the area. The neighborhood can actively encourage long-term tenancy by ensuring that high quality, safe, and well-maintained rental housing is the standard.

The Buckman Neighborhood Plan attempts to achieve a balance between the preservation and improvement of housing stock on one side and the continued availability of affordable housing on the other. The Plan's Housing policy and objectives provide guidance on how to reach this goal. In addition, the plan's strategies describe ways to achieve the balance, including recommendations to restructure the zoning pattern in the neighborhood. The rezoning will tend to stabilize areas of the neighborhood with good-quality, older homes and encourage redevelopment where the housing stock is of less historic value or where significant multifamily development is already located. The proposed changes from Storefront Commercial to Mixed Commercial support additional residential development within the neighborhood and along a major transit corridor.

Policy 2 Preserve and improve housing and maintain the availability of quality, affordable housing to attract and keep long-term, responsible residents.

Objective 2.1 Provide safe and appealing housing to attract and keep families with children.

- A. Encourage landlords to provide activities and amenities for children. (BCA)
- B. Rezone property on the NE corner of 18th Avenue and Ash Street from CO1 to R1. (To be adopted with plan.) (BOP)

Objective 2.2 Protect, renovate, and maintain single-family homes and increase the percentage of single-family housing.

- A. Establish an advisory board to offer free advice on home repairs. (BCA, Housing Ctr.)
- B. Work with local stores to provide discounts on materials for neighborhood improvements. (BCA, Private)
- C. Organize a tool cooperative to promote renovation. (BCA, Private)

Objective 2.3 Advocate increasing the percentage of owner-occupied single-family and multifamily housing through a variety of ownership options to enhance residential stability.

Objective 2.4 Preserve residential areas that are predominantly in single-family use and of single-family building style to: 1)

retain structures of historic character and 2) maintain the limited single-family housing stock of the neighborhood.

- A. Rezone certain areas from multifamily to single-family or attached single-family to reinforce residential character in the vicinity of SE 13th and 14th from Yamhill to Madison, the north side of Madison from 13th to 17th, 13th and 14th from Ash to Pine, 14th and 15th from Pine to Oak, excluding the multifamily unit at 15th and Oak, 14th and 15th from Washington to Alder, 18th from Belmont to Summers Park, and along the south side of Ankeny from 15th to 24th. (To be adopted with plan.) (BOP) (see map)

Objective 2.5 Urge rental property owners to maintain, landscape and manage properties to foster long-term tenancy.

- A. Encourage landlords and property managers to participate in organizations and education programs aimed at improving the condition of housing and selecting responsible tenants. (Housing Ctr.)
- B. Identify and create programs to improve the quality of rental housing such as a "Neighborhood Seal of Approval". (BCA)

Objective 2.6 Enforce zoning and building codes to eliminate illegal apartment units in single-family dwellings.

Objective 2.7 Support the improvement of unkempt properties.

- A. Recruit youth groups, neighborhood people, and other volunteers to clean up blocks and lots and paint houses. (REACH, BCA)

Objective 2.8 Discourage the demolition of residentially zoned housing for the purpose of providing surface parking.

Objective 2.9 Encourage zoning that will improve housing opportunities in commercial districts.

Objective 2.10 Buffer residential uses, especially on the northern edge of the neighborhood, from negative impacts of commercial development.

- A. Apply the buffer zone along the north side of SE Ankeny, on properties that face residential zoning and have access to a street other than Ankeny. (To be adopted with plan.) (BOP)

Objective 2.11 Maintain the land along SE 11th and 12th Avenues as a transitional area between the industrial and the residential areas of Buckman.

Objective 2.12 Encourage mixed-use development on Ankeny Street between 24th and 27th Avenues to provide a compatible transition between residential and commercial uses and to reinforce a

distinct residential edge for the neighborhood.

- A. Rezone property along SE Ankeny, from 24th to 27th, from CS to CM. (To be adopted with plan.) (BOP)
- B. Rezone residential property at the northeast corner of 24th and Ankeny from CS to CM. (To be adopted with plan.) (BOP)

Objective 2.13 Stimulate development of high-density housing and/or a park on vacant land at the northwest corner of 14th Avenue and Morrison Street.

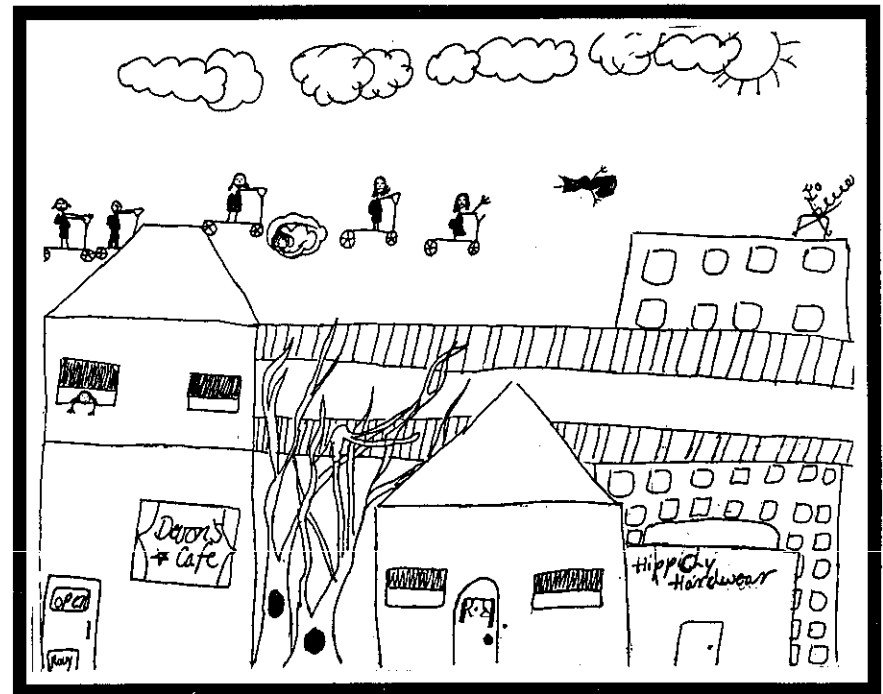
- A. Rezone property at the northwest corner of SE Morrison and 14th from R1 to RH with a 4 to 1 FAR. (To be adopted with plan.) (BOP)



Mixed-use (commercial and residential) development.
Corner of SE Hawthorne and 14th Avenue.

POLICY 3:

HISTORIC PRESERVATION



Discussion

Buckman's neighborhood identity rests on its 125-year history. This heritage should be preserved and promoted so that future Buckman residents can benefit from the neighborhood's interesting past.

A plan is essential to preserve Buckman's history and identify its historic resources. An updated inventory of historic properties should be completed and information on historic preservation provided to property owners. This inventory should incorporate not only the 28 historic sites currently designated as Historic Landmarks or National Register Properties, it should also recognize the historic significance of the "good old houses" and commercial buildings of the streetcar era in Buckman. While some of these properties have limited historic merit as individual properties, each contributes significantly to the historic character of the neighborhood. A historic landmark surrounded by convenience stores, fast-food restaurants and insensitive new housing development compromises the historic fiber of the landmark and the neighborhood.

One of the goals of the proposed rezoning pattern is to support the preservation of older homes which contribute to the historic fabric of Buckman. By

downzoning some areas and upzoning others, redevelopment pressures are more likely to be minimized in areas with significant numbers of viable, older homes and redirected to other areas within the neighborhood.

Two particularly notable historic resources in Buckman are Lone Fir Cemetery and the recently designated East Portland/Grand Avenue Historic District. Survey respondents and workshop participants indicated that they value these historic amenities, the old and historic houses and the tree-lined streets. The Historic Preservation section of the Buckman plan outlines a variety of methods to preserve these treasures for future Buckman neighbors.

Policy 3 Celebrate Buckman's heritage and preserve its historic character.

Objective 3.1 Promote an awareness of Buckman's historic identity.

- A. Identify the architecture in Buckman by age, style, and unique characteristics, and publish this information. (BCA, National Register)
- B. Produce written and graphic materials to describe and illustrate Buckman's historic heritage. (BCA)
- C. Publish and promote self-guided walking tours of historic buildings and places. (BCA)
- D. Organize an annual historic home and garden tour. (BCA)

Objective 3.2 Promote restoration and renovation of historic residential and commercial structures.

- A. Create a neighborhood preservation group to act as a clearinghouse for local labor, expertise, and information. (BCA)
- B. Create an historic design district in Buckman east of 10th Avenue.(BOP)

Objective 3.3 Support programs, actions, and policies that will promote, retain, and manage Buckman's historic character.

A. Identify Buckman's historic resources. (BCA, National Register)

B. Update the City's inventory of Buckman's architectural, cultural, and historic structures and sites. (BCA)

C. Work with the Hawthorne Boulevard Business Association and the Historic Preservation League of Oregon to investigate nomination of identified historic places as a group submission. (HBBA, HPLO)

Objective 3.4 Discourage the demolition of buildings that have historic or aesthetic value.

A. Rezone 13th, 14th, and 15th Avenues and Ankeny, Madison, and Main Streets to preserve historic homes. (BOP)

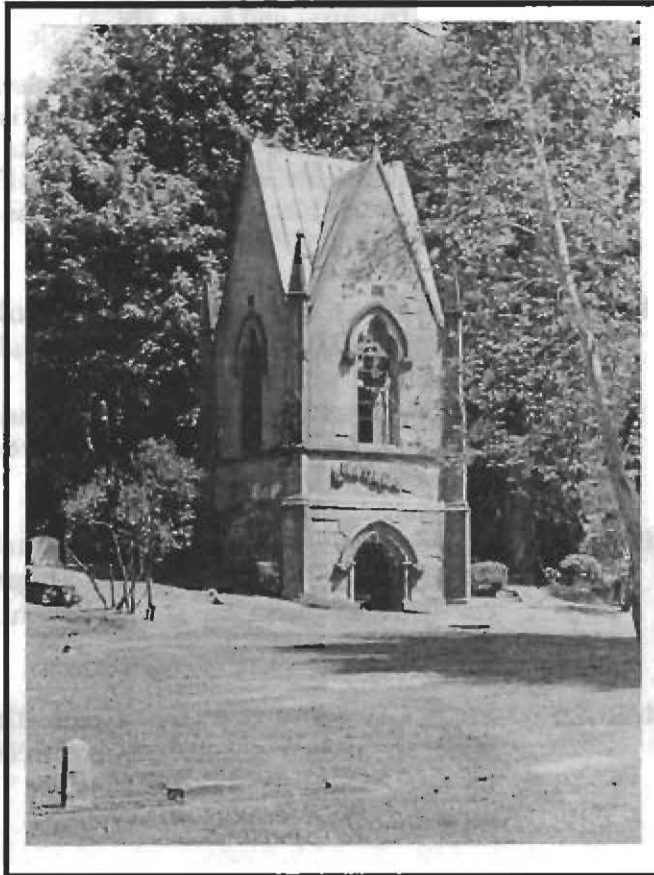
Objective 3.5 Encourage compliance with Buckman's architectural guidelines for all property restoration and new development. (see Appendix)

Objective 3.6 Work to ensure that trees and other environmental resources are preserved as part of Buckman's historic streetscape.

A. Develop an inventory of trees and other environmental resources and work to ensure their preservation as part of Buckman's historic streetscape. (BCA)

Objective 3.7 Advocate the restoration, maintenance, and use of Lone Fir Cemetery as an historic resource.

A. Develop a plan to bring Lone Fir Cemetery into excellent condition. (Mult. Co.)



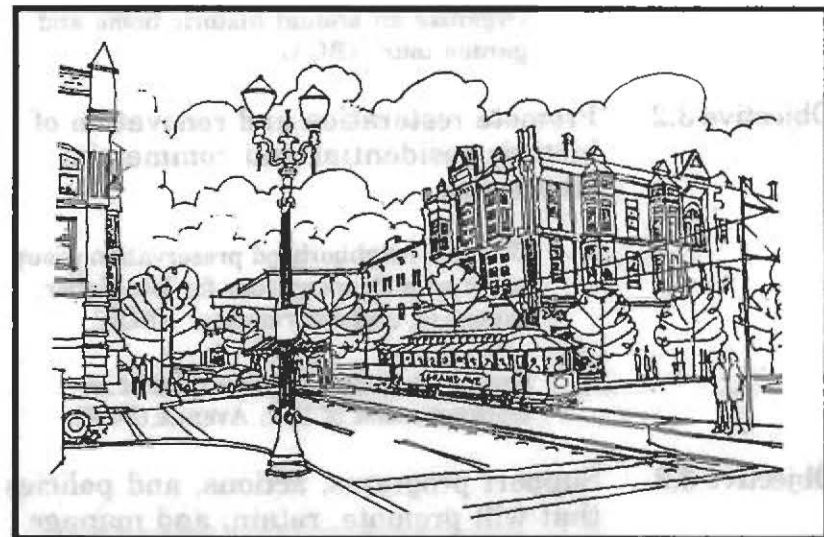
The Macleay masoleum
(a victim of vandalism)
Lone Fir Cemetery

B. Organize volunteers to preserve and use the resources of Lone Fir Cemetery. (BCA)

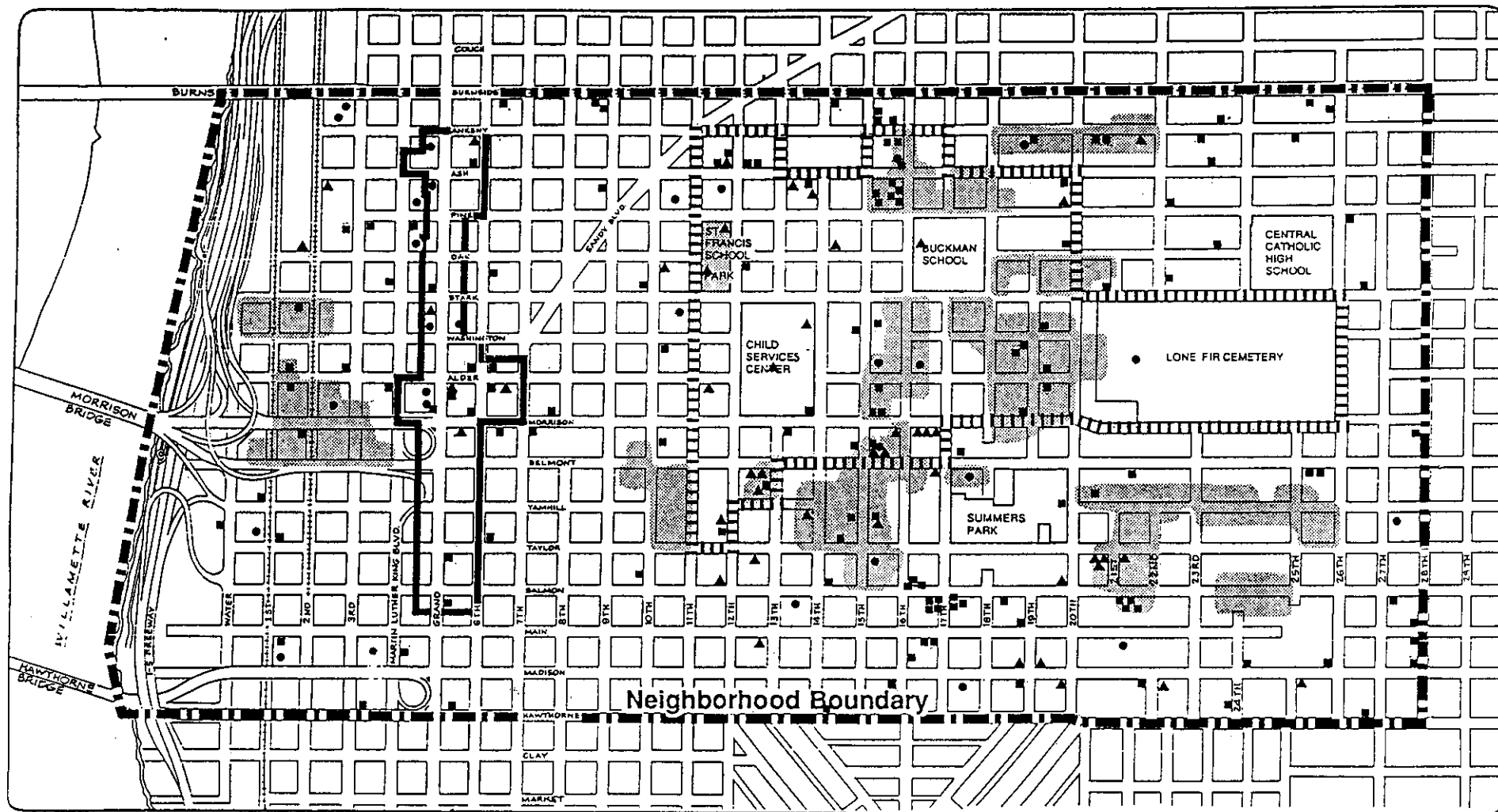
C. Incorporate the word "Historic" into the official name of Lone Fir Cemetery. (Mult. Co.)

D. Clone the original "Lone Fir" tree to ensure that it lives beyond its natural life as the symbol of Lone Fir Cemetery. (Citizens, OSU Extension Service)

Objective 3.8 Support and promote the East Portland/Grand Avenue Historic District.



Grand Avenue
Central Eastside Industrial District



LEGEND

- Historic Landmarks
- ▲ Rank II
- Rank III

 Undesignated Ensembles

 East Portland Grand Avenue Historic District

 Potential Historic District (Based on 1978 B.O.P. Report)

EXISTING AND POTENTIAL HISTORIC PROPERTIES AND DISTRICTS

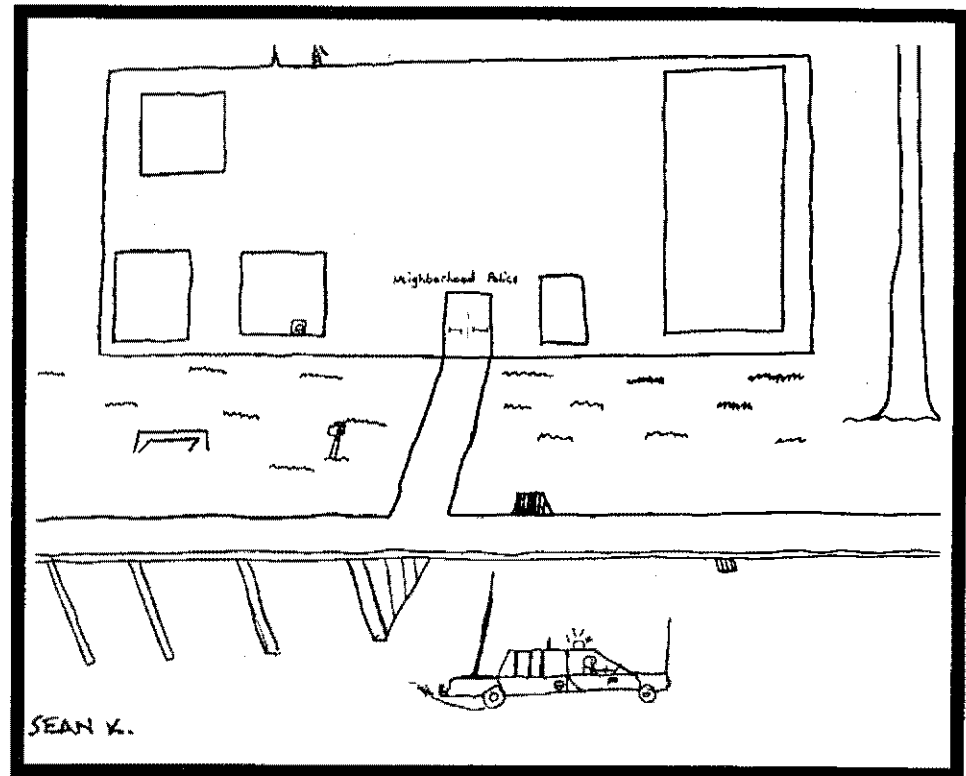


BUCKMAN
NEIGHBORHOOD

POLICY 4:

SAFETY AND

COMMUNITY



Discussion

Every Buckman resident has the right to enjoy a sense of personal security. Buckman neighbors recognize that a sense of security will develop only through the active involvement of good citizens in safety and neighborhood issues. The Safety and Community policy of the Buckman Plan stresses the relationship between a sense of safety and a sense of neighborhood spirit. The policy and objectives stress individual active involvement in working toward these goals as well as strategies to help reduce the incidence of crime.

Perception of safety is as vital to a strong neighborhood as is actual safety. Of 319 survey respondents, eight percent felt very safe in the daytime, 60 percent felt safe, 11 percent felt uncomfortable, and five percent felt unsafe; at night the figures drop to two percent very safe, 42 percent safe, 38 percent uncomfortable, and 18 percent unsafe.

On the surface, crime statistics seem to support this sense of insecurity; the number of crimes per 1000 population in Buckman through August 1990 was 182.8, which is the highest of any southeast Portland neighborhood. However, statistics do not paint an accurate picture of crime in Buckman.

Nearly half of the reported crime occurs in the industrial district west of 12th

Avenue. Recent research indicates much of the industrial district crime occurs among the high concentration of homeless persons.

The residential burglary rate in Buckman through August 1990 was only 1.97 per 100 homes. This is below the city average of 2.06 per 100 homes, and is also lower than neighborhoods which have better reputations for safety such as Laurelhurst, Hosford-Abernethy, and Reed.

Many of the crimes committed in Buckman are auto-related (vandalism, theft from auto, stolen autos). Lack of off-street parking combined with a large number of cars in high-density areas contribute to auto-related crimes.

Other factors contributing to the perception of crime include the large homeless population, and evidence of drug use and gang activity in the neighborhood. The homeless are drawn to Buckman by the many social service agencies, Buckman's proximity to downtown, and the availability of parks. The presence of the homeless often causes Buckman residents and workers to feel uncomfortable in neighborhood parks and on streets. Similarly, reports of drug use and drug sales in parks and streets deter good neighbors from feeling safe in those places.

Efforts to reverse the unsafe feeling have begun. The Safety and Community policy of the plan builds on the grassroots efforts of neighbors who are participating in Neighborhood Watch and Block Home programs, in Buckman Community Association activities, and on the Community Policing effort in the Central Eastside Industrial District.

Residents are building on this growing sense of community in many ways. They are encouraging individual involvement in all types of community activity, changing or removing physical barriers to safety through efforts such as better lighting and environmental design, and fostering the growth of neighborhood organizations and activities. The efforts to build community strength and safety that are outlined below will help neighbors stabilize and improve Buckman.

Policy 4 Keep Buckman safe and neighborly through active involvement in crime prevention and by building a sense of community.

- | | |
|--|---|
| <p>Objective 4.1 Ensure that life, property, and human rights are protected.</p> | <p>E. Use the neighborhood mediation program to resolve problems. (Mediation)</p> |
| <p>Objective 4.2 Encourage the police to increase their visibility and accessibility.</p> <p style="margin-left: 20px;">A. Support Portland's Community Policing program. (BCA, CEIC, Citizens)</p> | <p>Objective 4.4 Increase the neighborhood use of and enhance safety at Buckman parks and open spaces.</p> <p style="margin-left: 20px;">A. Ensure park security by enforcing the prohibitions on alcohol and hours of operation, trimming landscaping, and enforcing city curfews. (Parks, Police, CPTED)</p> <p style="margin-left: 20px;">B. Install an emergency phone in Colonel Summers Park. (Parks)</p> <p style="margin-left: 20px;">C. Work with the St. Francis Park Board to increase visibility and safety in St. Francis Park. (St. Francis)</p> <p style="margin-left: 20px;">D. Support consistent, year-round hours of operation for Lone Fir Cemetery. (Mult. Co.)</p> |
| <p>Objective 4.3 Promote crime-prevention programs that help residents, business people and property owners share responsibility for neighborhood safety and security.</p> <p style="margin-left: 20px;">A. Better coordinate crime prevention and community building activities. (BCA, SEUL)</p> <p style="margin-left: 20px;">B. Sponsor crime prevention workshops, programs, and activities which include discussion of the causes and remedies for criminal activity, including preventative measures. (BCA, SEUL, Community Police)</p> <p style="margin-left: 20px;">C. Increase the number of neighborhood watch blocks. (BCA)</p> <p style="margin-left: 20px;">D. Encourage landlords to participate in education programs stressing crime prevention and community building. (Police, BCA)</p> | <p>Objective 4.5 Address the neighborhood problems of drug houses, racism, and gang activity such as graffiti.</p> <p>Objective 4.6 Encourage development of appropriate landscaping and apply the principles of crime prevention through environmental design to create safer streets, yards, and open spaces.</p> |

Objective 4.7 Promote ongoing activities and special events that develop a greater sense of community.

- A. Organize community self-help projects and celebrations such as: clean-ups, paint-a-thons, block parties and garage sales. (BCA)
- B. Recognize the accomplishments of individuals and organizations that help to improve the Buckman neighborhood. (BCA)
- C. Involve renters in neighborhood activities. (BCA)
- D. Seek funding to help implement strategies outlined in the neighborhood plan. (BCA, SEUL)
- E. Create T-shirts, pins, hats, and various other items with the Buckman Community Association logo for sale to improve neighborhood identity. (BCA)

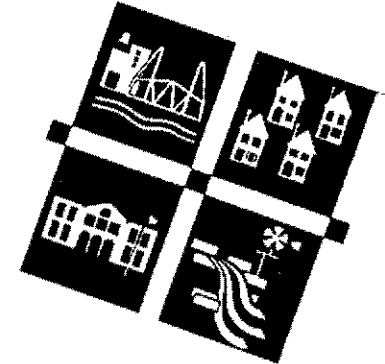
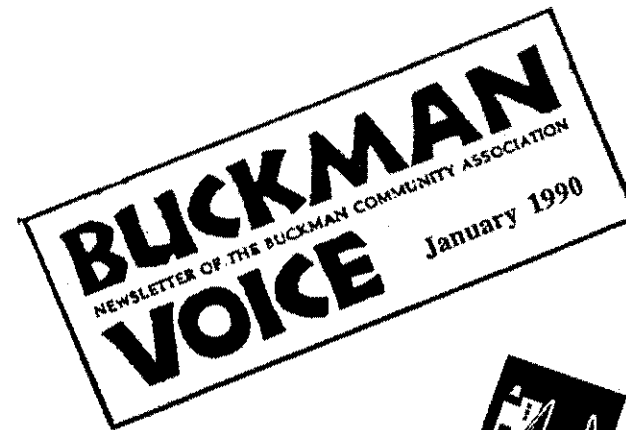
Objective 4.8 Encourage the development and maintenance of a Buckman communications network to promote a positive neighborhood environment.

- A. Expand newsletters and other means of communication to share current information, activities, and opinions, including a calendar of neighborhood events. (BCA, Newsletter)

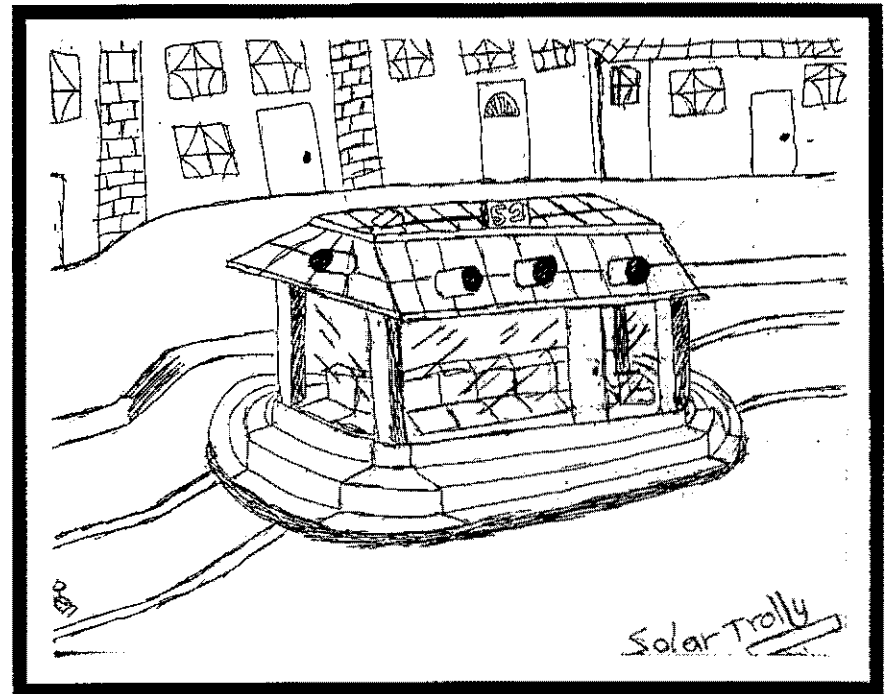
B. Create opportunities for Buckman neighbors to share skills and interests. (BCA)

C. Identify individuals who have skills and knowledge that can benefit the neighborhood. (BCA)

Objective 4.9 Encourage schools, churches, and business groups to sponsor or assist in organizing activities that serve Buckman neighbors.



POLICY 5: TRANSPORTATION



Discussion

A viable transportation policy must recognize and promote alternative modes in order to ensure the long-term health and identity of the Buckman Neighborhood. The policy must address the urban quality and economic diversity of Buckman by recognizing the necessity for multiple modes of transportation. The policy must also address the impact that through traffic has on neighborhood livability.

Through traffic and commuter parking problems in Buckman are caused by the neighborhood's proximity to downtown Portland, by Buckman's excellent transit access, and by the relative abundance of unrestricted on-street parking. These three elements have been identified by Buckman residents as making the neighborhood more desirable; yet these same features are being denied to residents because of their abuse by nonresident commuters.

Access to three downtown bridges exacerbates the traffic situation by feeding high levels of autos and trucks onto neighborhood collector streets which are not designed to carry these traffic levels. Traffic must be effectively diverted to Powell, Burnside, Sandy, or I-84 before it reaches the residential area at 12th Avenue.

Excessive auto and truck traffic affects safety and livability in Buckman. Reduction of overall traffic volumes and speeds and restrictions on through traffic will mitigate these negative impacts.

The typical contemporary transportation practice of "one person per car" directly and adversely affects neighborhood character. Buckman was designed during a time when few people had automobiles, and when the streetcar system provided commuter transportation. To preserve the historic character of the area and enhance neighborhood livability, a shift toward alternative modes of transportation is desirable. Increasing mass transit, bicycle and pedestrian use will help to reduce the negative impact of autos on the neighborhood. The use of these alternative modes needs encouragement through physical improvements to facilitate easier use, as well as support through legislation and other incentives.

The goal of the neighborhood is to identify problem streets and intersections and work with the appropriate agencies to remedy them. The Neighborhood Traffic Management Program (NTMP) provides a way to limit traffic on local service streets identified in the Arterial Streets Classification Policy (ASCP). The problems on the local streets include excessive traffic volumes and

speeds. The neighborhood is interested in returning SE Morrison and Belmont to two-way streets as a way to recreate pedestrian-friendly environments and to encourage neighborhood-oriented development along Belmont east of SE 12th Avenue. The transportation policy and objectives are also intended to ensure that the transportation system serves all Buckman residents, especially those with special needs.

Buckman seeks to reclaim its neighborhood streets for uses besides traffic. These include neighborhood activities, bicycling and walking. A local street design plan will help to meet this objective.

Policy 5 Maintain mobility through alternative forms of transportation and reduce the impact of auto and truck use in Buckman.

Objective 5.1 Control neighborhood traffic and parking to ensure safety and livability for neighborhood residents.

- A. Consider a street design plan for Buckman's local streets. (BCA)
- B. Request a neighborhood traffic management plan for streets where specific problems are identified. (BCA, NTMP)
- C. Establish a traffic subcommittee of the Buckman Community Association to identify and respond to traffic problems. (BCA)
- D. Identify intersections where traffic visibility is impaired and report them to the district traffic engineer. (BCA, Citizens)
- E. Place "no parking" signs near intersections to improve visibility. (PDOT)
- F. In residential areas, oppose new surface parking lots where housing would be removed or open space would be reduced. As an alternative to new parking lots, encourage alternative methods such as carpooling or transit. (BCA)
- G. Investigate the implementation of diagonal parking where the parking is

needed and the right-of-way is of sufficient width. (PDOT)

- H. Improve the Burnside/12th/Sandy intersection. (PDOT)
- I. Only support reductions to required parking where on-street parking is underutilized or when the property owner agrees to rent only to tenants without autos. (BCA)

Objective 5.2 Encourage alternatives to automobile use.

- A. Encourage new residential development that is targeted to populations without autos. (BOP)
- B. Encourage employers to provide incentives for the use of alternative transportation modes. (Private)
- C. Advertise the benefits of transit ridership. (Tri-Met, BCA, Neigh. media)
- D. Require local businesses and large institutions to use travel demand management to alleviate parking problems. (Private)

Objective 5.3 Support improved public transit service to: 1) better serve Buckman residents, 2) ensure that citizens with special needs are served and 3) accommodate future

increased commuter trips between downtown and East Multnomah County, without adding auto and truck traffic in the Buckman neighborhood.

- A. Establish transit shortline routes between Buckman and downtown to ensure that there is space on buses for Buckman residents. (Tri-Met)
- B. Provide amenities (shelters, schedules, rider information, trash receptacles, etc) at more bus stops. (Tri-Met)
- C. Pursue re-establishment of bus service on SE Stark Street. (Tri-Met)
- D. Support efforts to re-establish electric trolley service. (Tri-Met)

Objective 5.4 Support improvements for pedestrian and bicycle use and safety.

- A. For the bike routes on SE Ankeny and Salmon, install traffic diverters that decrease auto traffic on through streets without restricting bike access. (PDOT)
- B. Request additional curb ramps. (PDOT)
- C. Improve routes to the Willamette River. (PDOT)
- D. Paint stop bars (white lines) across streets where there are stop signs. (PDOT)

Objective 5.5 Support reduction of auto traffic speeds and volumes on neighborhood collectors and local traffic streets.

- A. Use the Speed Watch program to control traffic speeds. ((PDOT, Citizens)

Objective 5.6 Reclaim neighborhood streets through methods such as traffic control devices, pedestrian-activated signals, traffic circles, street signs, and through education and enforcement.

Objective 5.7 Consider traffic operation changes on SE Belmont to ensure that it functions as a pedestrian-friendly, neighborhood-shopping street.

- A. Consider changing the Morrison/Belmont couplet to two-way streets as far west as possible to reduce traffic volume and speed and enhance the neighborhood character. (PDOT)

Objective 5.8 Discourage nonresident commuters from driving through or parking on Buckman streets.

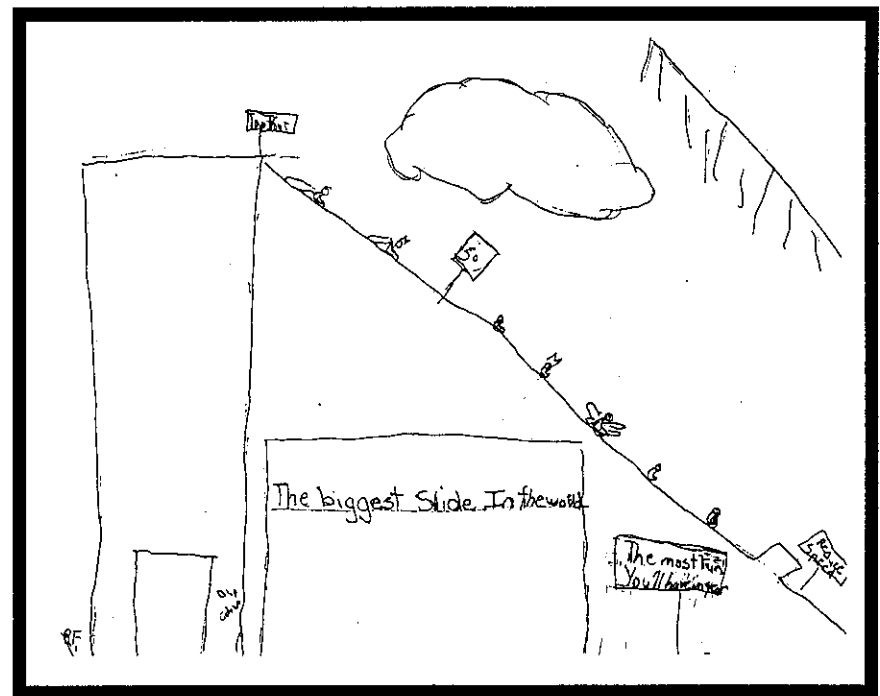
- A. Enforce overnight truck parking regulations. (PDOT, Police)

Objective 5.9 Encourage shared uses of commercial and institutional off-street parking.

Objective 5.10 Discourage trucks from blocking the streets when loading and unloading, except in the designated truck zone.

POLICY 6:

EDUCATION, RECREATION AND CULTURAL RESOURCES



Discussion

A viable neighborhood should be built around a strong neighborhood school, a variety of recreational opportunities, and local cultural and entertainment opportunities. The Buckman Neighborhood Plan provides for maintaining and enhancing existing facilities and advocating the development of more educational, recreational and cultural opportunities.

Education

Quality schools hold a neighborhood together by attracting stable families and offering educational opportunities to the whole community.

Buckman School is currently operating successfully as a "magnet" arts program for kindergarten through fifth-grade students. With regular classes taught by professionals in dance, drama and visual arts supplementing the regular school curriculum, every student at Buckman has exposure to exciting, creative opportunities. The neighborhood hopes that this program will attract neighborhood students, who previously chose to attend other schools, and new students from throughout the district, as well as attracting new families to live in the neighborhood. Threatened with closure in 1981, Buckman School has come a long way. The Buckman Community Association worked with parents and staff to

convince the school district that the closure of Buckman School would undermine the neighborhood's future. In 1985, they convinced the School District to invest \$1.5 million in the renovation of this long-neglected building.

Washington/Monroe (WAMO) High School was one of several high schools closed in 1983 as part of the school district's consolidation program. The building currently houses offices for school district employees, the Dorothea Lensch Performance Center, several regional reference libraries, a teen parent high school completion program, the Buckman Indoor Park, and a number of other uses.

The Buckman neighborhood is also home to several private schools. The largest are Central Catholic High School and Heritage Christian School at Foursquare Church. St. Francis School closed in 1987 and remains unoccupied at this time.

The Buckman Neighborhood Plan supports the continued improvement of Buckman School as a stabilizing force in the neighborhood and encourages all schools to provide lifelong educational opportunities for all residents. The plan also supports reducing impacts of the schools through mitigation efforts.

Recreation and Cultural Resources

Buckman offers many recreational and cultural opportunities. Many of Portland's artistic community make their homes in Buckman. Survey respondents and workshop participants mention parks and the diversity of cultural resources as influencing their choice to live in Buckman, but also describe the need for more efficient use and expansion of existing facilities, the addition of new facilities, and control of problems associated with the use of facilities.

Existing recreational and cultural facilities include:

- Parks: Colonel Summers, St. Francis, and Buckman Indoor
- Child Services Center's sport facilities
- Buckman School's indoor swimming pool
- Dorothea Lensch Performing Arts Center (Eastside Performance Center)
- Lone Fir Cemetery
- Eastbank Esplanade along the Willamette River
- Community gardens
- Restaurants and pubs featuring music: Rimsky Korsakoff House, Digger O'Dell's, East Avenue Pub, Pine Street Theater, and Melody Ballroom.

Concerns expressed by survey respondents and workshop participants include:

Parks

Buckman needs more parks and open spaces, (Buckman is identified by the Comprehensive Plan as parks deficient), a community center, and more youth-oriented programs. Transient loitering, drinking, drug use and sale, camping, and late-night parties were reported to be park problems. Excessive noise, inappropriate language and behavior around the basketball court located adjacent to the children's playground in Colonel Summers Park was also reported. Children's playground equipment, lighting, and landscaping in all parks needs to be improved and upgraded. The sports facility at Child Services Center needs to have more activities and extended hours.

Swimming Pool

Maintenance, hours, and water temperature all need to be increased at the Buckman pool. A regulation-sized, covered swimming pool for instruction, competition, and recreation is a priority for Buckman residents.

East Bank Esplanade

Completion of the Eastbank Esplanade, including pedestrian and bicycle connections at all bridges, is described in the Central City Plan as a future project. These improvements have been long awaited by Buckman residents.

Lone Fir Cemetery

The cemetery needs improved security, maintenance and access. It should be a historical and educational resource for the community as it contains graves of many prominent Portlanders.



Policy 6 Promote and improve educational, recreational and cultural resources and activities in the Buckman neighborhood.

- Objective 6.1 Strengthen interaction between the schools and the community.
- A. Improve citizen interaction with Portland Public School District Number One. (School District, Citizens)
 - B. Promote better interagency coordination, e.g., between city Parks Bureau and the public school system in order to enhance neighborhood use of existing facilities. (School District, Parks)

- Objective 6.2 Advocate strengthening school programs that enhance personal development, neighborhood identity and livability.
- A. Identify programs that aid parents in fostering the academic performance of their children. (School District, Impact, OMSI, PTA)
 - B. Attract an educational program to the vacant St. Francis School. (BCA)

- Objective 6.3 Support the continued availability of Buckman Elementary School for primary education, as an arts magnet school, and for before- and after-school care.

- Objective 6.4 Foster life-long educational opportunities for residents.
- A. Make Buckman school a Community School. (School District, Parks)
 - B. Use school buildings for evening classes and recreational activities for all ages. (School District)
 - C. Encourage community college use of Buckman school facilities. (BCA)
- Objective 6.5 Promote strategies to maximize neighborhood use of school facilities and programs.
- A. Encourage Buckman school, Child Services Center, and Central Catholic High School to open their facilities for year-round, neighborhood use. (BCA)
 - B. Promote the Buckman Indoor Park at the Child Services Center. (BCA, neighborhood media, School District)
 - C. Use Central Catholic High School for community activities. (Central Catholic)

Buckman School



Objective 6.6 Promote establishing community centers to serve all age groups.

Objective 6.7 Encourage youth programs that build character and promote social responsibility.

- A. Identify programs that provide positive academic, social, fitness, and recreational opportunities for youth. (Parks, School District, PTA)

Objective 6.8 Support the use of school buildings for community recreational and cultural activities.

Objective 6.9 Advocate increasing the amount of park land and recreational facilities in the neighborhood.

- A. Build a regulation-sized, year-round, heated swimming pool in a location convenient to Buckman residents. (Parks)
- B. Create a detailed open space and recreation plan. (BCA)
- C. Create recreational areas and public open space including sports facilities, playgrounds, and community gardens within walking distance of homes. (Parks)
- D. Create open play areas and garden space by closing streets to through traffic. (Parks, PDOT, HCD)
- E. Investigate the feasibility of utilizing vacant public and private land for recreational activities. (BCA)
- F. Build additional basketball courts at the Child Services Center. (School District)
- G. Construct a pocket park across from Central Catholic High School at SE 24th, SE Oak and SE Stark Streets. (Parks, Private Sector, Central Catholic)

Objective 6.10 Support improving facilities and programs at existing recreational sites and developing new recreational opportunities.

- A. Upgrade Buckman pool, improve community access, and extend hours of use. (School District)
- B. Offer year-round, supervised activities for children and adults in parks and community centers. (Parks)
- C. Conduct day and evening, family-oriented activities at St. Francis and Colonel Summers Parks. (BCA, Parks, St. Francis)



Buckman community gardens

- D. Improve community gardens by providing more garden space, more assistance from Portland Parks Bureau staff, and by making physical improvements. (Parks, Community Gardens)
- E. Improve lighting at sports fields, where the impact on residential areas can be minimized. (Parks)
- F. Provide access for physically and mentally challenged people to all community facilities. (City, Private Sector)

Objective 6.11 Promote Colonel Summers Park for appropriate recreational use by Buckman's diverse population.

- A. Establish a community center, a caretaker house, a cafe and/or a concession stand in Colonel Summers Park. (Parks)
- B. Improve and modify playground equipment at Colonel Summers Park to encourage and emphasize its use by small children. (Parks)
- C. Post signs concerning operating hours and rules at Colonel Summers Park. (Parks)
- D. Manage activities at Colonel Summers Park to reduce noise levels. (Parks)
- E. Remove or modify the basketball court, e.g., lower hoops and half courts, at Colonel Summers Park to reduce or eliminate conflicts with nearby residents and other users of the park. (Parks)

Objective 6.12 Promote St. Francis Park for recreational use by Buckman residents.

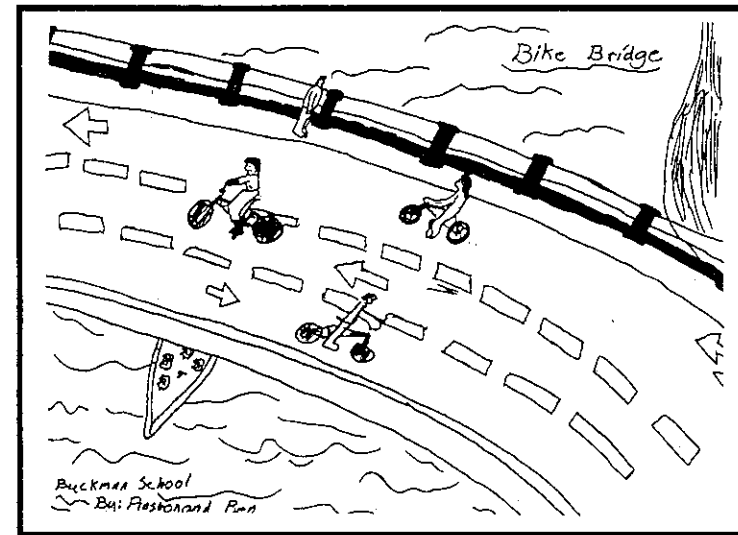
- A. Encourage families with children to use St. Francis Park. (BCA)

Objective 6.13 Encourage the development of Lone Fir Cemetery as a cultural, educational and recreational resource.

- A. Improve maintenance, landscaping, passive recreational and educational activities, and security for Lone Fir Cemetery. (Mult. Co.)

Objective 6.14 Improve access to the Eastbank Esplanade and develop it for recreational uses.

- A. Provide easy access to the East Bank of the Willamette River from the Burnside to the Hawthorne Bridges. (PDOT)
- B. Build walking, jogging, and bicycle pathways along the Willamette River. (PDOT)
- C. Develop riverside facilities, e.g., cafes, picnic areas, boat rental, fishing dock, etc. (PDOT, Parks, Private Sector)
- D. Build fenced, lighted, and metered basketball courts beneath freeways and overpasses adjacent to the East Bank Esplanade. (PDOT)



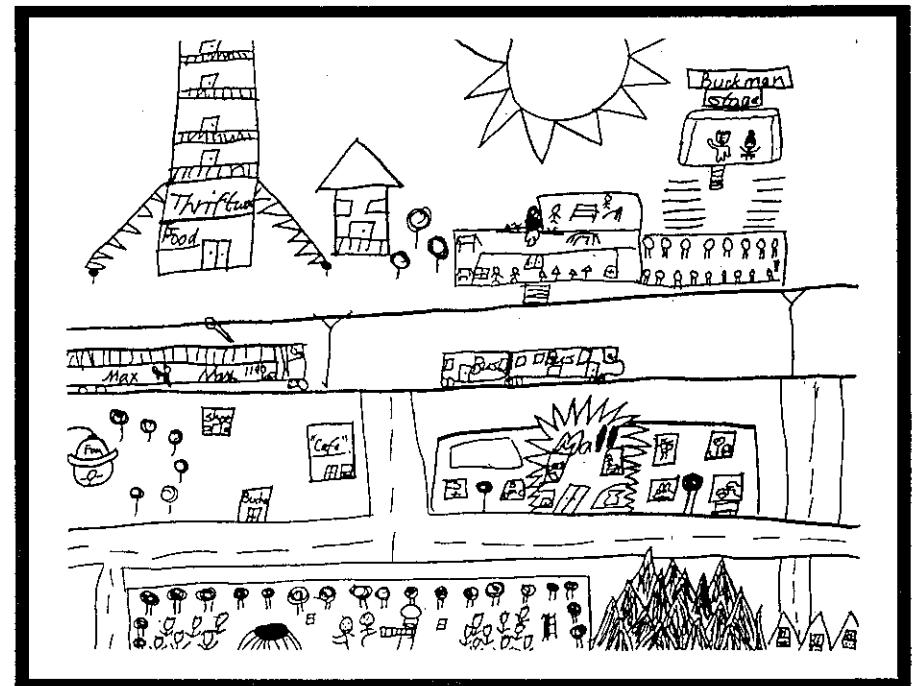
Objective 6.15 Ensure that library services are accessible.

- A. Investigate locating a computer terminal/library catalog facility in a central location. (Library)
- B. Request regular visits by the bookmobile. (Library)

Objective 6.16 Encourage visual, literary, and performing arts to thrive in Buckman.

- A. Publicize events and activities that focus on artistic endeavors in the Buckman newsletter. (BCA, MAC)
- B. Establish a music and/or arts festival in the Buckman neighborhood. (BCA, Private Sector)

POLICY 7: BUSINESS



Discussion

A thriving local business community is essential for the stability and livability of inner-city neighborhoods like Buckman. The neighborhood benefits from businesses which serve residents' needs and are of an appropriate scale for their location. Survey respondents and workshop participants identified many services they want to see in Buckman, among them restaurants open in the evening, small cafes, bookstores, recycling centers, health food stores, art supply stores, and laundromats. The neighborhood also supports having residents work in the neighborhood as a way to improve its safety and to further foster a sense of community.

Residential areas must be buffered from the adverse impacts of some businesses, such as noise, parking, traffic, odors, and unsightliness, and must be protected from the encroachment of these businesses. A supportive communication network between businesses, residents, and the neighborhood association will help lessen tensions between residents and commercial and industrial uses.

Of the 749 acres of land in Buckman, 314 are zoned for residential use. The remaining 435 acres are zoned for commercial and industrial use. Buckman is home to the Central Eastside Industrial District (CEID),

Portland's second largest industrial district. The CEID comprises 46 percent (344 acres) of the total land area in Buckman. The Buckman portion of the CEID is primarily a manufacturing and distribution district with between 550 and 650 businesses providing approximately 10,000 jobs. Residential uses, especially older apartment buildings, are scattered throughout the district. The impacts, such as truck traffic, of the CEID on the residential section of Buckman are mitigated somewhat by its relative separation from the residential area.

Commercial areas which impact the residential part of the neighborhood more directly are the Hawthorne, Belmont, and Burnside business districts and industrial and commercial uses along 11th and 12th Avenues. In addition, occasional commercial uses are located throughout the residential portions of the neighborhood and along streets, such as portions of SE Belmont, that were zoned commercial at one time. These commercial areas are important to neighborhood stability, so they must complement the residential character of the areas they border.

The Buckman Neighborhood Plan offers strong support for appropriate-scale businesses, emphasizes development of pedestrian-friendly environments, encourages improvement of the physical appearance

of businesses, seeks good relations between businesses and neighbors, and discourages encroachment onto residentially zoned property. It also provides for exciting new development in the Storefront Commercial zone and encourages mixed commercial and residential development. The plan identifies appropriate locations for changes from residential to mixed commercial/residential zoning. These locations would be residentially zoned, on nonlocal service streets such as SE Belmont, with commercial development that is not pedestrian or storefront commercial oriented. The purpose of the objective is to encourage new development that is consistent with a pedestrian environment and which provides residential living opportunities.

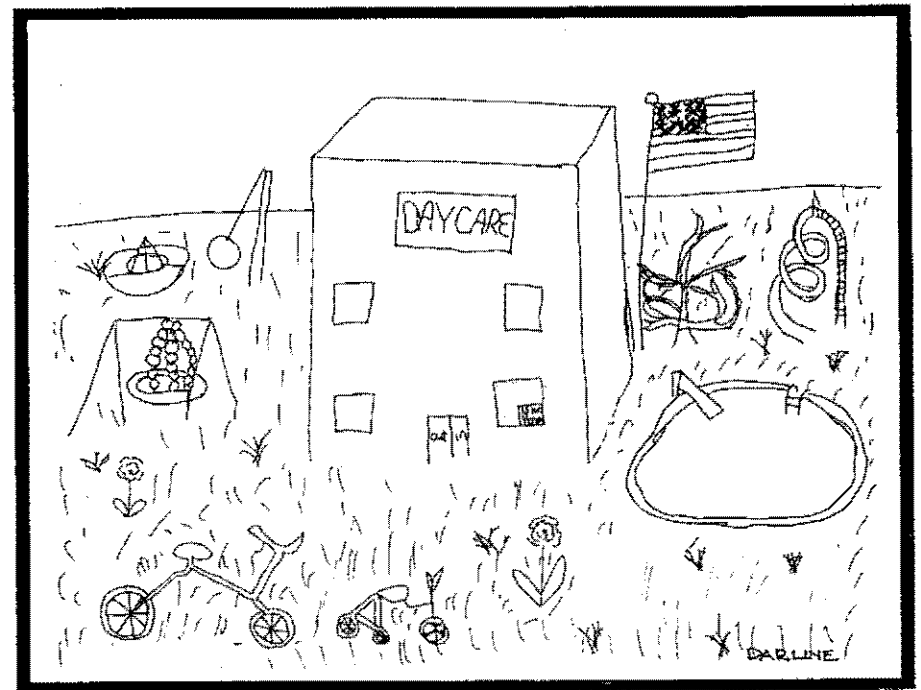
Policy 7 Encourage and support businesses that enhance the neighborhood and provide needed goods and services to local residents.

- | | |
|--|--|
| <p>Objective 7.1 Promote appropriate development of Buckman's commercial areas.</p> <ul style="list-style-type: none"> A. Study and promote business redevelopment along Morrison and Belmont Streets east of 12th. (BBA) B. Work with business groups to help market opportunities for appropriate development. (BCA, PDC) C. Develop a "Main Street" program to improve the Belmont business area. (BBA) D. Improve the business area along E Burnside Street, especially at SE 28th Avenue. (PDC, CEIC) E. Consider the location of supportive commercial/retail operations adjacent to existing recreational facilities and sites. (Private, BBA) | <p>A. Provide technical assistance to support the formation and growth of local businesses. (PDC)</p> |
| <p>Objective 7.2 Encourage pedestrian-oriented commercial development.</p> | <p>Objective 7.5 Foster better communication between business people and residents.</p> <ul style="list-style-type: none"> A. Encourage the formation of a coalition of Buckman business groups. (BCA, PDC) B. Encourage business people to actively participate in business associations and the Buckman Community Association. (BCA, CEIC, BBA, HBBA) C. Develop an annual awards committee for good-neighbor businesses. (BCA) |
| <p>Objective 7.3 Encourage proprietor ownership of business property.</p> | <p>Objective 7.6 Improve and maintain the physical appearance, including signage and other forms of visual communication, of commercial and industrial areas.</p> <ul style="list-style-type: none"> A. Provide more street trees in commercial areas. (BCA, FOT, BBA, HBBA, CEIC) B. Identify and report sites where required landscaping is not being maintained. (Citizens, BCA) C. Ensure that graffiti is promptly removed. (BCA, SEUL, Private) |
| <p>Objective 7.4 Encourage the formation of small, locally-owned businesses in Buckman.</p> | |

- D. Require automatic sprinkling systems and/or regular landscaping maintenance contracts for new parking lots. (BOP)
- Objective 7.7 Encourage development of the underutilized commercial property around SE 20th, Belmont, and Morrison with businesses that enhance the pedestrian environment and provide local services and goods.
- Objective 7.8 Discourage zone changes from residential to commercial unless qualifying under Objective 7.9.
- Objective 7.9 On residentially-zoned sites with nonconforming commercial uses that are not in neighborhood or storefront commercial-type buildings, consider mixed-use residential/commercial development.
- Objective 7.10 Encourage residential development on the upper floors of commercial buildings in the SE Ankeny and 27th area to provide a compatible transition between the residential and commercial.
- Objective 7.11 Encourage effective buffers, both physical and functional, between industrial/commercial and residential land uses to mitigate noise, traffic, unsightliness, and patron impact.
- A. When necessary and possible, restrict the hours of operation within commercial zones and on nonconforming commercial sites to reduce their impact on surrounding residences. (BOP)
- Objective 7.12 Support the Central City Plan's recommendations for the development of the Central Eastside Industrial District in Buckman.
- A. Encourage the Grand Avenue property owners and businesses to develop an identity and character for it that reflects its designation as an historic resource. (Private, CEIC)
- B. Support development of a "Farmers Market" in Buckman or other central city location. (BBA, CEIC)
- Objective 7.13 Support the development of artisan's lofts in underutilized industrial/warehouse buildings, when conflicts of use are not anticipated.

POLICY 8:

SOCIAL SERVICES AND INSTITUTIONAL USES



Discussion

Buckman has long been home to a multitude of social service providers, group homes and residential treatment facilities, and large institutions. The neighborhood has accepted a large share of the metropolitan area's social service responsibilities for many years. It has also seen the growth and change of large, regionally oriented institutional uses, increasing their impact several-fold, and consuming residentially zoned land. Survey respondents and workshop participants frequently mentioned their concern with the impact of social services, group homes, and institutions.

Social Services

Neighborhood residents need access to many social services--day and evening child care, housing and food resources, individual and family counseling, and others. Many providers of these services maintain facilities in the Buckman neighborhood (Volunteers of America, St. Francis Dining Hall, FISH emergency food service, a state parole office); most of them serve a large regional population. The Buckman Plan addresses the need for provision of these services as well as concerns about the impact of the facilities on nearby residents and businesses.

Group Living Facilities

Group living and residential care and treatment programs provide humane, family-like settings for individuals requiring either long-term or transitional assistance in coping with their disabilities and life situations. These homes serve developmentally, physically and emotionally handicapped, and substance-dependent individuals; young persons in need of stable home situations; and youth and adults who have been involved in the criminal court system.

There has been little monitoring of residential care facilities since 1986 and no data has been collected on the siting of residential treatment homes. A recent neighborhood inventory revealed more than 20 licensed homes in the Buckman neighborhood, more than any neighborhood in the city except Northwest. There are many more unlicensed facilities, boarding houses and apartments that primarily serve disabled persons.

As state, local and private institutions seek to place their clients in community settings, there will be a continuing demand for more group living homes in the metropolitan area. The Buckman neighborhood, with its stock of large, affordable homes, will continue to see pressure to accept even more of these facilities.

Under the new city zoning code, which responds to federal Fair Housing laws, group care homes accommodating six or fewer individuals will be allowed outright, and not be required to go through a land use review process. This means that neighbors will have no say in the siting of this type of group care home.

While neighbors of some group homes in Buckman have had generally positive experiences and good relations with nearby facilities, others have complained of problems. Survey respondents and workshop participants complained of the large number of group homes, especially those inhabited by alternative or post-incarceration clients.

The Buckman Neighborhood Plan must concern itself with problems that will come with the increase in group care facilities. It seeks to address these potential problems through objectives to develop and maintain good relations with group homes, control over-intensification, and work with Multnomah County and group care homes to distribute placement of homes equitably throughout the city.

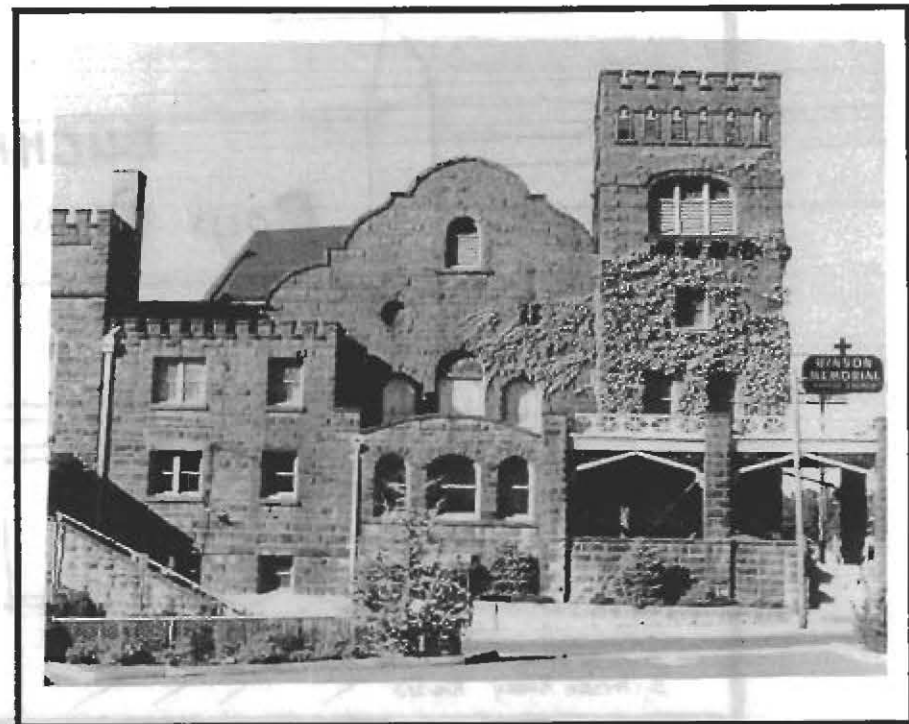
Institutional Uses

Many large institutions are located in the Buckman neighborhood. Some examples are: Hinson Memorial Church with a congregation of 2,000 and

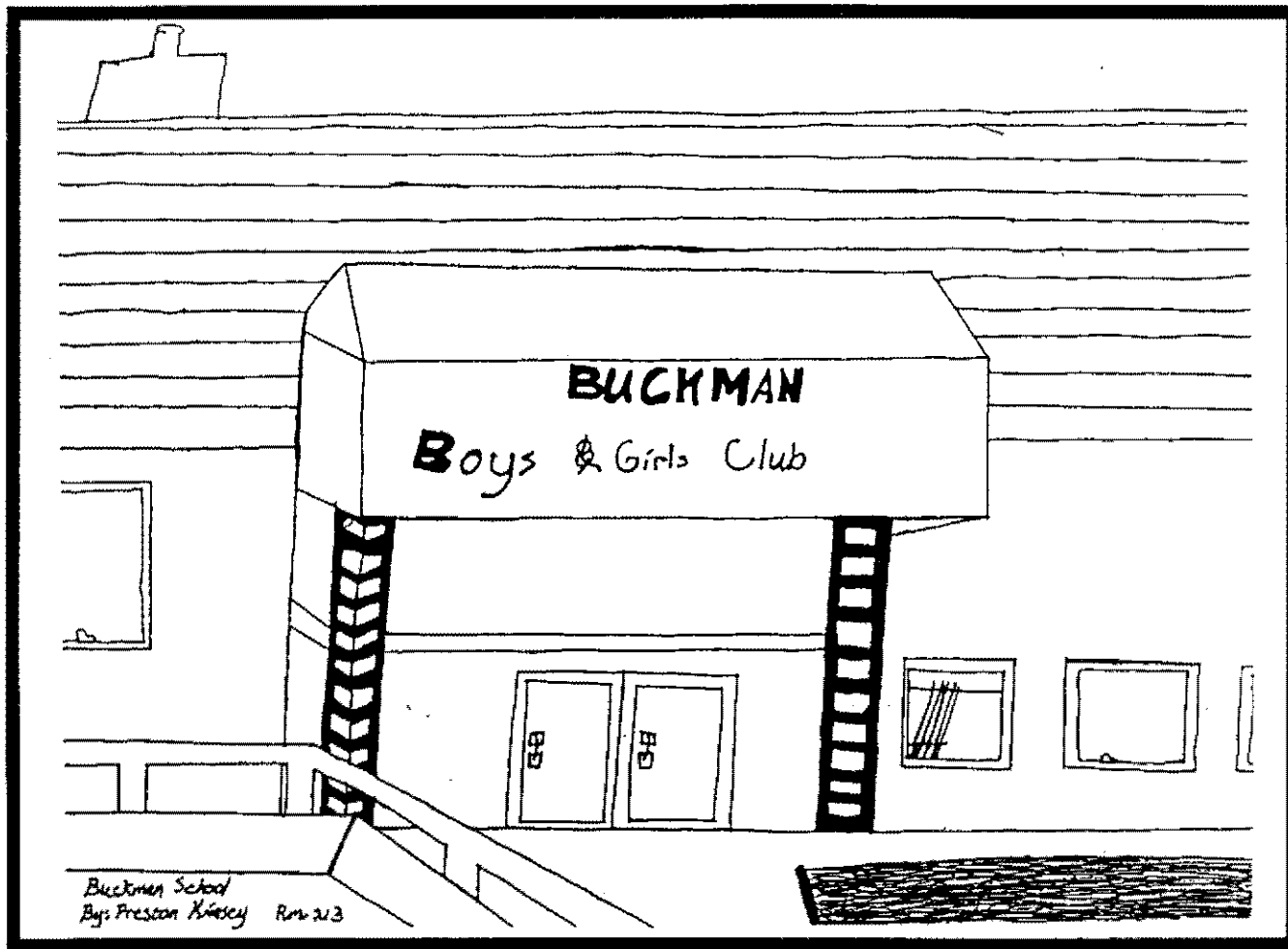
ownership of four blocks; Foursquare Church with a congregation of 11,000 and ownership of four blocks; Central Catholic High School with a daily attendance of 800 students and ownership of 4-1/2 blocks; and St. Francis Church and School with a congregation of 500, daily meal service for 300-400, and ownership of two blocks. St. Francis School is not currently in use. The Portland Public Schools' Child Services Center, formerly Washington/ Monroe High School, occupies six blocks and provides office space for approximately 365 certificated and clerical personnel delivering direct services to Portland students, as well as some cultural and educational services to the community. Smaller churches and other institutions are scattered throughout the neighborhood.

Respondents to the neighborhood plan survey and workshop participants expressed concern with problems typically associated with these institutions: traffic, parking, noise, appearance, loss of housing, and lack of communication with and sensitivity to neighborhood residents.

The Buckman Neighborhood Plan addresses these issues and also proposes that new partnerships be fostered with these institutions which provide needed services and facilities to the Buckman community.



Hinson Memorial Church
SE 20th and Salmon



Policy 8 Ensure that social service agencies and institutions, which provide needed services to the neighborhood and the broader community, do not cause adverse impacts.

Objective 8.1 Advocate an equitable redistribution of social service agencies throughout the city of Portland to reduce the concentration of these services in Buckman.

- A. Establish agreements between the neighborhood association and social services/institutions concerning the location and density of social service facilities. (BCA, Social Serv.)

Objective 8.2 Advocate quality, affordable health care, child care, counseling services, substance abuse programs, and other needed social services for all residents of Buckman.

- A. Disseminate information on available social service programs and assistance to Buckman residents. (United Way)

Objective 8.3 Foster better communication among neighbors and social service organizations or institutions.

- A. Develop a list of social service organizations located in the neighborhood. (BCA)
- B. Develop a community relations plan to clarify the respective roles and responsibilities of social service organizations and the Buckman neighborhood. (BCA, Social Serv.)

- C. Initiate discussions with St. Vincent De Paul to reduce the negative impacts of the St. Francis dining hall on neighboring businesses and residences. (BCA)

- D. Work with the Child Services Center through an advisory committee on issues such as use of the building, parking, and recreational activities. (School District, BCA)

Objective 8.4 Encourage owners, managers, and residents of group living facilities to actively work toward improving the livability of the neighborhood.

- A. Encourage all new and existing group living facilities to have resident owners/managers/program staff. (BCA)

Objective 8.5 Discourage the expansion of existing or new institutional uses which increase traffic, reduce on-street parking, or cause a loss of housing.

Objective 8.6 Ensure that the appearance, bulk, and height of new or expanded institutional development is compatible with the surrounding neighborhood.

Objective 8.7 Encourage solutions to parking and traffic problems associated with institutional uses.

VIII. APPENDICES

BUCKMAN DESIGN GUIDELINES



INTRODUCTION

To protect the historic character of the Buckman neighborhood, the Buckman Neighborhood Plan includes the following guidelines and criteria for development and preservation. They are designed to apply to public and private residential, commercial and institutional uses. The guidelines are intended to maintain and enhance those desirable qualities which make Buckman a unique historic neighborhood: the tree-lined streets and the variety of late 19th and early 20th century building styles.

The guidelines promote the continued integrity and identity of Buckman in three areas: Community Design, New Construction and Exterior Rehabilitation. The preface to each section identifies the historic qualities that specific guidelines seek to preserve. The guidelines are not intended to be strict, inflexible standards; rather they serve to direct development in a manner which best complements the special qualities of Buckman.

These guidelines may be more restrictive than the zoning code allows. They are not intended to preclude development which may occur by right under Title 33, Planning and Zoning.

COMMUNITY DESIGN

The Community Design guidelines are intended to guide the city, district residents and property owners in actions which may affect the preservation of important community qualities.

Street and Sidewalk System

The Buckman street system is a modified grid system, with regular interruption of the single-block pattern by superblocks. All streets are developed with full sidewalks and planting strips. Pedestrian and bicycle use are intense.

Throughout the neighborhood original street and sidewalk details reinforce the area's historic character. Most sidewalk corners are imprinted with the original date of construction and street names. Horse tethering rings are still in evidence on curbs. Metal curb protectors for buggy wheels are still found on many street corners.

Through traffic has been a chronic threat to the livability of the neighborhood for many years. The city's Arterial Streets Classification Policy provides for major traffic movement on Hawthorne and Burnside, 12th & 11th Avenues. Belmont/Morrison, Stark and 20th Avenue are neighborhood collectors, designated primarily for travel

within the neighborhood and between adjacent neighborhoods. All other streets are local service streets, for access to the properties abutting those streets.

1. Traffic Control

The city should employ specific controls to reduce traffic volume and speed on local streets. New construction should be designed so as to minimize traffic impacts on local streets.

2. Vehicular and Parking Access
Off-street parking should be provided at the side or rear of lots or within a garage. Off-street parking should be visually screened from adjacent residences and streets by sight-obscuring plantings.

3. Sidewalks

a. When repairs are made in the vicinity of stamped sidewalk details and/or their stones, all intact details (including those with minor hairline cracks or flaws) should be preserved: street names, park names, dates and contractor names. This may necessitate the use of concrete saws and/or additional handwork.

b. When a stone with details is badly damaged or hazardous, and the details are intact, the original dates, streets and park names should be removed and reset in new concrete. Contractors' names should be reset when possible.

c. When stamped sidewalk details are damaged beyond repair or resetting, the sidewalk stone should be replaced and restamped with all original street and park names, and both the original and current date (year). Contractors' names should be restamped when possible.

d. Wheelchair ramps should be located to avoid stamped details at sidewalk intersections, whenever possible.

e. When curb repairs are made, original horse rings should be reset in place. When badly damaged or missing, they should be replaced.

f. Standardized historic plaques and signs marking buildings, streets, and the neighborhood itself are encouraged and should be consistent in design with City and Federal standards for historic places.

Street Landscape

Buckman's street landscape is one of the most prominent features of the neighborhood's character. Although there has been loss of some original street trees, the remaining mature trees are a unique natural treasure and a significant part of the neighborhood's character. Buckman's streetscape is characterized by large trees, parking strips, consistent setbacks and open front yards.

1. Street Trees

Species should be consistent with the character, height, canopy and spacing of a street's original plantings, the width of the parking strip, and the scale and function of the street within the neighborhood. All prudent measures should be taken by the City, utility companies and property owners to preserve original street trees. Sidewalk repairs and other excavation or construction near trees should avoid cutting tree roots. Programs should be developed to add street trees in areas which are lacking in trees.

2. Parking Strips

Parking strips should be planted with designated street trees, grass or other appropriate plants. Parking strips are not to be used for parking areas or for street and sidewalk widening.

Open Space

Buckman's parks and open spaces work to create part of the neighborhood's special character.

1. Private Open Space—Front Yards

Original grade should be retained; berms and excavations are discouraged.

2. Vacant Lots

Owners of vacant property are encouraged to provide attractive landscaping with native, low-maintenance plantings.

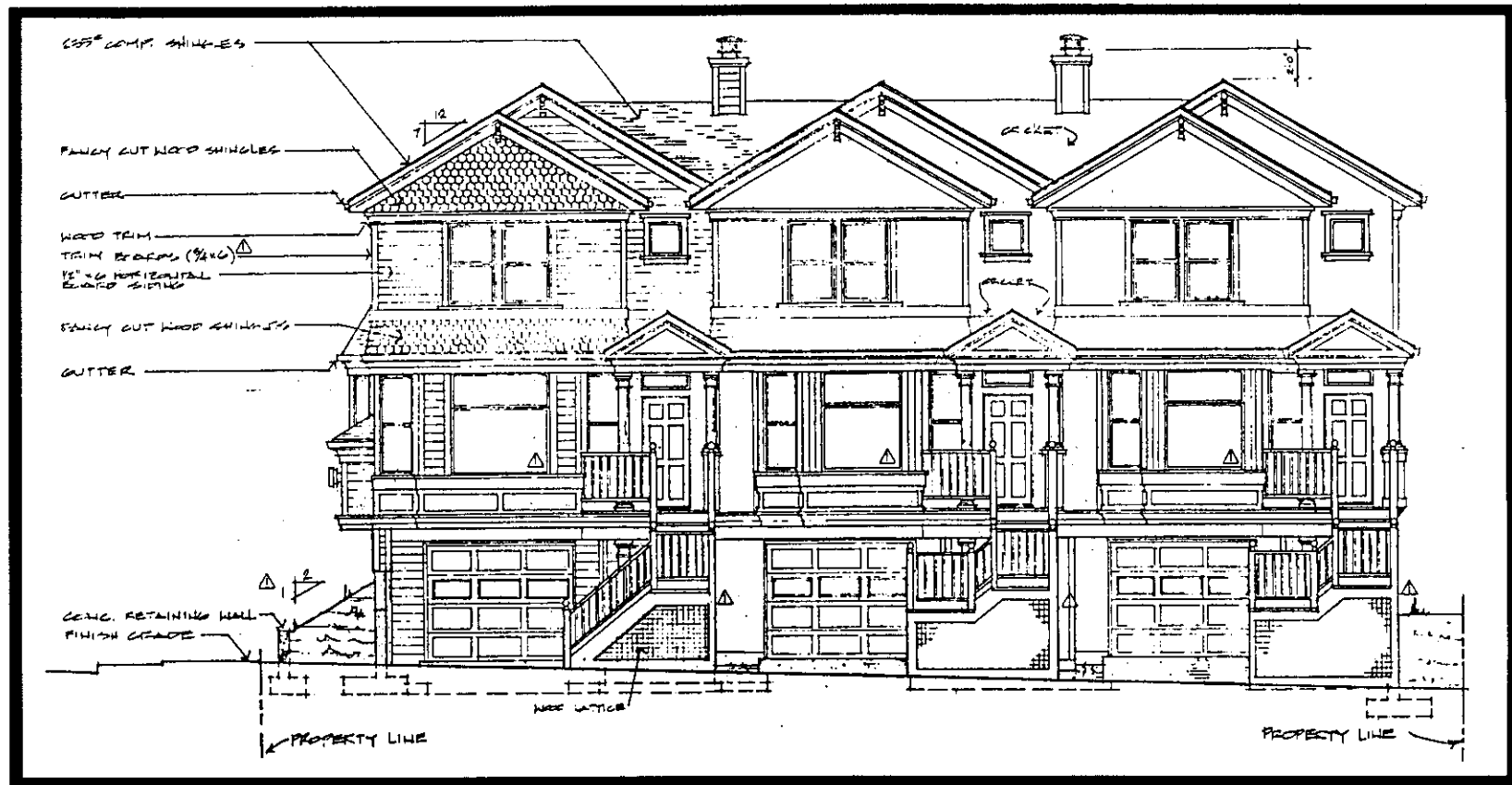
GUIDELINES OF GENERAL APPLICABILITY

1. Fences and Retaining Walls

Front and side yards which abut a street should be visually open to the street. Hedges, retaining walls and fences which visually obscure front yards are discouraged. Fences should be kept behind the building lines, as viewed from the street. Fences should be low to provide visual communication between yards for both security and neighborliness. Shared yards are encouraged. Chain link, barbed wire or metal, concrete block, plastic, fiberglass or plywood fences are especially discouraged. Unfaced concrete or concrete block are not appropriate for retaining walls.

2. Crime Prevention

Crime prevention elements should be included in the design, with specific attention to landscaping, parking areas, walkways, lighting, entries and visibility. Windows and entries should not be obscured. Parking areas, walkways, and entries should be adequately illuminated for visibility.



Example of compatible infill development.
 Drawing courtesy of
 Monarch Construction Company, developer and
 Jerry C. Robinson, Architect.

NEW RESIDENTIAL CONSTRUCTION

The Buckman neighborhood was primarily developed in the span between 1885 and 1930. Although the individual structures from this period represent a variety of styles, including Victorian, Italianate, Queen Anne Vernacular, American Foursquare, and Craftsman Bungalow, they have a continuity of materials, scale, detailing, orientation and setback which creates a uniformity. Structures remaining from this era form the basis of the architectural character of the neighborhood and their features provide an "architectural vocabulary" which can be used in designing new buildings which will be compatible within the neighborhood. The guidelines are intended to ensure maximum compatibility of new buildings with historic buildings, not to build "new old buildings" or be exact duplicates of older styles. New Residential Construction guidelines apply to all new detached single-family and small multi-family structures and to building additions which require a foundation.

1. Siting

All new buildings should face the street and should maintain the historic front-yard setback on the block, usually ten feet. The original

topography and grade of building sites should be maintained.

2. Building Height

In areas zoned for single-family residential use, new buildings should not be less than one and one-half stories or more than two and one-half stories, or thirty feet in height. In all other areas new buildings should not exceed three stories or forty-five feet in height.

3. Foundations

Structures should have foundations which are three to four feet in height and constructed of masonry materials, such as ornamental concrete block, poured concrete with a stucco wash, or stone.

4. Exterior Siding Material

Materials used on new buildings should be consistent with the predominant materials used on buildings of a similar use within the neighborhood: horizontal wood siding, wood shingles, brick, stucco, or a combination of these materials. The following materials are discouraged: plywood, T-111, used bricks, imitation brick or stone, shakes, exposed concrete block, metal and plastic.

5. Roof Form

Residential buildings should have gable or hip roofs with medium to

steep pitch. Dormers and gabled roof projections are encouraged.

6. Building Additions

Building additions should be in keeping with the original architectural character, color, mass, scale, and materials of a building. Additions should be designed to have the least impact upon character-defining features of a building and should be located inconspicuously when viewed from the street.

7. Front Facade Detailing

Primary entrances to buildings should be oriented to the street rather than to a rear or side yard. Front porches and projecting features, such as balconies, bays and dormer windows, are encouraged. Trim and details on fascia board ends, columns, porch railings, and other architectural features are encouraged. Blank facades with no windows are discouraged.

8. Windows and Doors

Windows and doors should be of wood frame and detailed with wood trim. Vertical, double-hung windows, as well as groups of vertical windows which may be horizontal in overall expression, are encouraged.

9. Porches

Front porches are encouraged and should be of adequate size to function as an outdoor room, about six feet

minimum depth and eight feet minimum width. Roof, columns, beams and railings should embody the spirit of early 20th century porch styles.

10. Color

Earthtones and muted colors which are derived from natural materials, such as stone, brick and soil, are encouraged. Use of bright colors is discouraged. Consult paint companies for their "historic color" suggestions.

11. Landscaping

The retention of front lawns and mature trees is encouraged. The predominant use of ground covers, such as bark mulch and broadleaf evergreens, is discouraged. Landscape elements popular in the early 20th century are encouraged.

12. Parking

Parking areas are discouraged in the front yard. Required on-site parking should be located in the rear yard or beneath new construction. Parking areas should be screened from adjacent properties; hedges and canopy trees are recommended as screens.



Compatible infill development which is consistent with the guidelines for new residential construction. Drawing courtesy of Michael Moedritzer, Architect. (The Essential Housing Competition, American Institute of Architects)

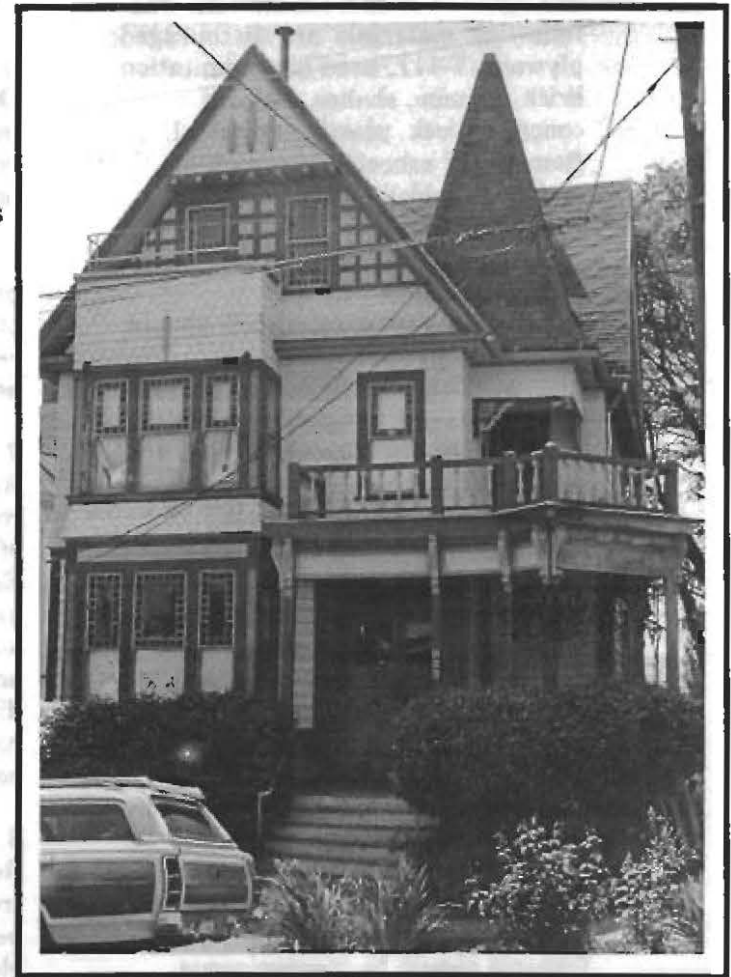
RESIDENTIAL EXTERIOR REHABILITATION

The architectural character of Buckman was established in the late 19th and early 20th century. The vast majority of residences, churches and commercial buildings, built prior to 1930, contribute to a consistent early Twentieth Century neighborhood character. New construction is rare, since few vacant or redevelopable properties exist.

In recent years there has been widespread rehabilitation of older residences. Although this activity is essential to maintain the neighborhood's vitality, exterior rehabilitation can unknowingly alter or remove a building's original architectural features. Original building facades, siding, porches, columns, windows and incidental architectural features have, in many cases, been changed by inappropriate rehabilitation, and the building's compatibility with its neighbors and the neighborhood is diminished. Each loss or change of original architectural features inevitably erodes the historic integrity and property values of the district. Where original features have been removed, their restoration is encouraged whenever they can be documented through plans, photographs, or other means.

To protect the character of Buckman, exterior rehabilitation should conform to the following guidelines and the Secretary of Interior's Standards for Rehabilitation, a nationally recognized set of guidelines for historic buildings and buildings within historic districts. (An abbreviated set of these standards can be found at the end of these guidelines.)

1. **Facades Oriented to a Street**
In rehabilitating existing buildings, the architectural integrity of facades oriented to a street should be maintained. Additions and structural alterations should be limited to the rear and side yard facades and be minimally visible from the street.
2. **Foundations**
Changes to a foundation should match or be compatible with the original foundation in height and materials.
3. **Exterior Siding Material**
Restoration and maintenance of original siding materials is encouraged. Addition of vinyl or aluminum siding over original siding is discouraged. Materials used on additions should match or be compatible with the predominant materials used on the original structure. Most residences feature horizontal wood siding, wood



Complies with exterior rehabilitation guidelines numbers 1, 3, 4, 5 and 6.

shingles, brick, stucco, or a combination of these materials. The following materials are discouraged: plywood, T-111, used brick, imitation brick or stone, shakes, exposed concrete block, plastic and metal. Removal of asbestos, composition, and other added siding, is encouraged.

4. Roof Form

Repair and alteration of roofs should retain:

- a. The original roof shape and pitch;

- b. Original structural and decorative features such as gables, dormers, chimneys, cornices, parapets, pediments, frieze boards, exposed rafters and other ornamental details; and

- c. Whenever possible, the original type, size, color, and pattern of roofing material.

New roof features, including roof additions and new dormers, should be compatible in size, scale, material and color with the original building. Skylights, solar, mechanical and service equipment, and new roof features should be inconspicuous when viewed from the street.

5. Front Facade Detailing

Original entrances to buildings, front porches and projecting features, such as balconies, bays and dormer

windows, should be retained or restored.

6. Windows and Doors

Original windows and doors, including trim, should be retained or restored. New windows or windows on additions should match or be compatible with original windows in form, material, type, pattern, and placement of openings. The removal of original wood sash windows and replacement with aluminum sash is especially discouraged.

7. Color

Restoration of original colors, or colors appropriate to the style and era of the building, is encouraged. Earthtones and muted colors which are derived from natural materials, such as stone, brick and soil are encouraged. Use of bright colors is discouraged. Paint companies offer collections of "historic colors" to consult.

8. Front Yards

Retention of front lawns, mature trees and older shrubs and perennials is encouraged. Landscape elements popular in the early 20th century are encouraged. The predominant use of ground covers, such as bark mulch and broadleaf evergreens, is discouraged. Original grades should be retained; berms and excavations are discouraged.

9. Parking

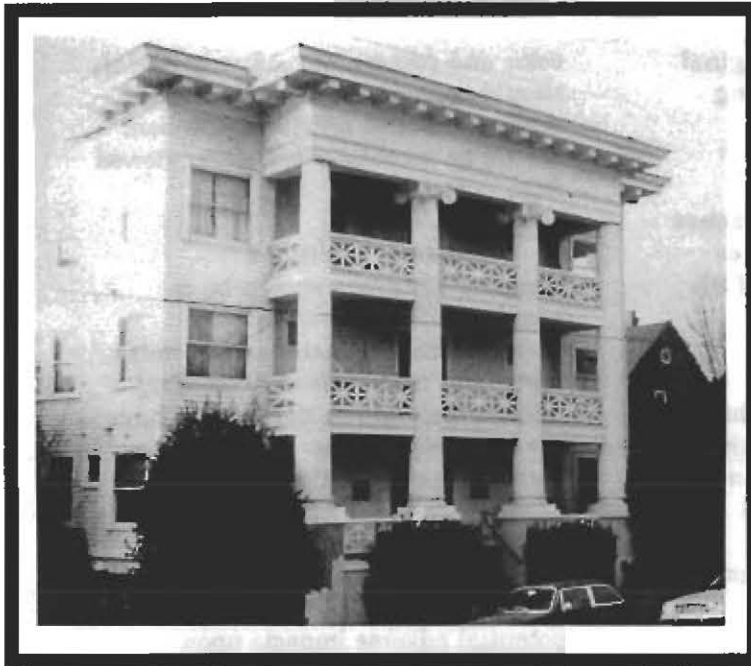
Original garages should be maintained for vehicle storage and parking and not converted to other uses. Parking areas should be screened from adjacent properties; hedges and canopy trees are recommended for screening. Parking areas should not be placed in the front yard.

MULTI-FAMILY CONSTRUCTION AND RENOVATION

Large multi-family structures built in the Buckman neighborhood in the early 20th century are primarily of the two- or three-story brick or stucco style. Current zoning requirements inhibit similar construction today; however building design and materials, siting, and landscaping can all work to capture the spirit and function of the traditional multi-family structures.

Apartment structures built in the '50s and '60s, often referred to as "motel style," can be adapted to better integrate with the neighborhood's historic character through parking lot and landscaping redesign, window trim addition, and modification of architectural details, as well as paint colors.

Guidelines for Residential Construction and Residential Exterior



Two different forms of multi-family construction that are compatible with the Buckman neighborhood.



Rehabilitation and Commercial Construction & Renovation should be used as appropriate for multi-family structures.

COMMERCIAL CONSTRUCTION & RENOVATION

Buckman's commercial structures were primarily built in the early 20th century, though some have been replaced in the last 25 years. Some commercial uses occupy residential-style structures and should follow the residential guidelines. Although the original commercial structures represent a variety of styles, they have in common building materials, scale, detailing, orientation and setback, which creates a uniformity. These guidelines are intended to ensure maximum compatibility and functionality for new buildings (not to build "new old buildings" or be exact duplicates of older styles), and guidelines for restoring old buildings to their original styles.

1. Siting

Commercial buildings should be pedestrian oriented and have a zero front yard setback. In rehabilitating existing buildings, the architectural integrity of facades oriented to a street should be maintained. Additions and structural alterations should adopt the character of the existing building or be minimally

visible from the street. The original topography and grade of building sites should be maintained.

2. Building Height

New buildings in commercial zones should not exceed three stories, or forty-five feet in height. (East of SE 12th Avenue)

3. Foundations

Commercial buildings should have foundations which are within six inches of the sidewalk elevation. Changes to a foundation should match or be compatible with the original foundation in height and materials.

4. Exterior Siding Material

For commercial and large multi-family structures, stucco, brick or horizontal wood siding are recommended. Restoration and maintenance of original exterior materials is encouraged. Materials used on additions should match or be compatible with the predominant materials used on the original structure.

5. Roof Form

Commercial buildings should have flat roofs with parapets or false fronts. Detailing of the parapets with cornices and stepping is encouraged. Original structural and decorative features should be retained. Whenever possible, the original type, size,

color and pattern of roofing materials should be used. Skylights, solar, mechanical and service equipment should be inconspicuous when viewed from the street.

6. Building Additions

Building additions should be in keeping with the original architectural character, color, mass, scale, and materials of a building. Additions should be designed to have the least impact upon character-defining features of a building.

7. Development Impacts

All new development should be designed and operated to minimize potential adverse impacts upon surrounding residences and to reduce conflicts with residential uses. Factors to be considered are traffic generation, deliveries, parking, noise, lighting, crime prevention, hours of operation and activity, visual effects and buffering.

8. Windows and Doors

Storefront windows with large fixed panes below and smaller panes above are encouraged. Blank facades with no windows are discouraged. Restoration of commercial storefront windows and facades is especially encouraged.

9. Awnings

Retractable fabric awnings which are architecturally compatible with

historic commercial structures are encouraged. Awnings should fit within window bays. Existing, traditional awnings should be rehabilitated.

10. Front Facade Detailing
Original entrances to buildings and detailing should be retained. New construction should include design elements compatible with original structures.

11. Color
Restoration of original colors, or colors appropriate to the style and era of the building, is encouraged.

12. Signs
Whenever possible, retention or restoration of original pre-1940 signs is encouraged. Wall signs, window signs, canopy and projecting signs attached to the building are encouraged; free-standing signs are discouraged. Sign materials and design and letters appropriate to pre-1940, such as painted wood and neon, are encouraged. Plastic sign faces are discouraged. Signs should not be the dominant feature of a building or site.

13. Parking
On-site parking should be located at the rear of the building. Parking areas should be screened from adjacent properties; hedges and

canopy trees are recommended as screens.

14. Amenities
The provision of amenities such as flower baskets and planters, appropriate sidewalk furniture (where space permits), and community bulletin boards is encouraged.

RESOURCES & REFERENCES USED FOR DEVELOPMENT OF DESIGN GUIDELINES

Renovation & Remodeling Rehab Right, Helaine Kaplan
Prentice, Blair Prentice. City of Oakland Planning Dept. (Ten Speed Press, 1978).

Retrofit Right, Helaine Kaplan
Prentice, Blair Prentice, City of Oakland Planning Dept. (deals with weatherization and energy ideas).

Rehab Oregon Right, Historic Preservation League of Oregon (1985). Out of print, but a copy is available at the HPLO Library.

The Old House Journal New Compendium, edited by Patricia Poole and Clem Labine (Dolphin Books, Garden City, NJ, 1983).

The 10 Essentials for North/Northeast Portland Housing: Guidelines for Renovations and New Construction, Portland Chapter, AIA Housing Committee (Portland Chapter AIA, 1991, 223-8757).

For purchasing used and salvaged windows, doors, hardware, plumbing fixtures and light fixtures:

Rejuvenation House Parts (also has some of mentioned books),
901 N. Skidmore, Portland

1874 House Antiques, 8070 SE
13th, Portland

Historic Preservation
The Historic Preservation League of Oregon has a very helpful staff and a wonderful library containing books about house styles and preservation. Their hours are Monday-Friday 9-5, but call first to make sure they are available, 243-1923, 26 NW 2nd, Portland.

Multnomah County Library, 801 SW 10th, Portland. They have a wonderful collection of books on historic preservation as well as renovation and construction techniques.

Oregon Historical Society: *Library*: materials to research your home or building's history and the history of those buildings nearby. *Bookstore*,

1230 SW Park. They carry a variety of books to help you identify your house style.

Architecture Oregon Style, City of Albany. (Professional Book Center Inc., Portland, 1983).

American Vernacular Design, Herbert Gottfried and Jan Jennings (Iowa State University Press, 1985).

American Vernacular Interior Design, Herbert Gottfried and Jan Jennings (Van Nostrand Reinhold Company, NY, 1988).

New and Alternative Housing
Co-Housing: A Contemporary Approach to Housing Ourselves, Kathy McCamant and Charles Durrett (Habitat Press, Berkeley, CA, 1988).

Housing as if People Mattered, Clare Cooper Marcus and Wendy Sarkissian (University of California Press, Berkeley, CA, 1986).

New Households, New Housing, edited by Karen Franck and Sherry Ahrentzen (Van Nostrand Reinhold, NY, 1989).

The Integral Urban House, The Farallones Institute (Sierra Club Books, San Francisco, CA, 1979).

A Pattern Language, Christopher Alexander (Oxford University Press, New York, 1977).

ACKNOWLEDGEMENTS

Thanks to the Ladd's Addition Conservation District Advisory Committee for developing their guidelines, from which we adopted many of our guidelines, and also to the AIA Housing Committee's *The 10 Essentials for North/Northeast Housing*.

* * *

The following federal standards are meant to provide additional guidance.

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION (EXTRACTS)

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure or site and its environment, or to use a property for its originally intended purpose.

2. The distinguishing original qualities or character of a building, structure or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.

3. All buildings, structures and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.

4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure or site shall be treated with sensitivity.

6. Deteriorated architectural features shall be repaired rather than replaced wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to any project.

9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment.

10. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

GLOSSARY

Glossary of Terms

Arterial Streets Classification Policy (ASCP)

The transportation policy document for the City of Portland's Comprehensive Plan.

community land trust

A private organization which holds land and other property rights for the benefit of the public; usually acquires land either through donation or purchase, with the intent of holding the land in perpetuity or making use of the land in a socially responsible manner. Often community land trusts lease property at or below use value, not at market value. Examples of "socially responsible use" include development of low- or moderate- income housing, development of parks and open space, or establishment of low cost agricultural land.

neighborhood collector

A street classification in the Arterial Streets Classification Policy. Identifies streets which serve trips which both start and end within the neighborhood, and to serve as a distributor of traffic from district collector streets to local service streets.

Neighborhood Traffic Management Program (NTMP)

Program for local service streets, managed by the City of Portland, designed to reduce traffic volumes and speeds, and generally improve the safety of local streets by installing physical improvements.

solar access

Allowing sunlight to strike a designated area by locating obstructions, such as buildings and trees, where their shadows will not block the sun during critical periods of daylight.

Target Area Improvement Plan (TAIP)

A comprehensive plan to improve livability, appearance, and general conditions within a small geographic area which has been identified as needing concentrated assistance.

travel demand management

Any strategy designed to reduce the need for travel or the number of auto and truck trips, i.e. transit use, carpooling, flextime, land use strategies.

IMPLEMENTING AGENCIES

The following agencies or groups may be referred to after a strategy as possible implementing agencies or organizations. They may act as the lead on a particular project or program, provide funding or carry out the work. Listing an agency or entity does not commit it to taking on the responsibility of the task listed. The strategies and groups should only be looked as a starting place that gives direction to the neighborhood and the public sector. In keeping with the intent of this plan to be a motivating force for the neighborhood, the Buckman Community Association is listed as the implementing agency for many of the strategies.

BBA	Belmont Business Association	Private	Private Sector
BCA	Buckman Community Association	PTA	Buckman School Parent Teacher Association
BOB	Bureau of Buildings		
BOP	Bureau of Planning	REACH	REACH Community Development
CEIC	Central Eastside Industrial Council	School District	School District #1
Central Catholic	Central Catholic High School	SEUL	Southeast Uplift Neighborhood Program
City Council	Portland City Council		
Citizens	Individual residents, business people, or property owners	Social Serv.	Social Service Providers
		St. Francis	St. Francis Catholic Church
Com. Gardens	Community Gardens	TRI-Met	Tri-County Metropolitan Transit District
Community Policing	Community Policing Program of the Police Bureau		
CPTED	Crime Prevention Through Environmental Design	United Way	United Way of the Columbia Willamette
FOT	Friends of Trees		
Foundations	Unspecified private grant-giving agencies		
HBBA	Hawthorne Boulevard Business Association		
HCD	Housing and Community Development		
Housing Ctr.	The Portland Housing Center (Public/Private Partnership)		
HPLO	Historic Preservation League of Oregon		
IMPACT	Portland Impact		
Library	Multnomah County Library		
Mediation	Neighborhood Mediation Program		
Metro	Metropolitan Service District		
Mult. Co.	Multnomah County		
Neighborhood Media	Neighborhood newsletter and other communications		
NTMP	Neighborhood Traffic Management Program		
Parks	Bureau of Parks and Recreation		
PDC	Portland Development Commission		
PDOT	Portland Department of Transportation		
Police	Bureau of Police		

BIBLIOGRAPHY

Bibliography

Buckman Neighborhood Rezoning, Portland Planning Commission, April 1977

Buckman Neighborhood Rezoning Study Staff Report, Portland Bureau of Planning, August 1976

Buckman Neighborhood Survey, Portland Bureau of Planning, Adopted by Portland City Council, June 1976

Central City Plan, Portland Bureau of Planning, Spring 1988

Central Eastside Industrial Revitalization Study, CH2M Hill, Central Eastside Industrial Council, 1978

Paulson, Rick; A Community Congress for Southeast Portland, 1970

Perry, John; Buckman Community Plan, The Buckman Community Association and the Portland Development Commission, January 1973

Pettinari, James; 21st Century Production District, Department of Architecture, University of Oregon, February 1989

Portland Comprehensive Plan, Portland Bureau of Planning, October 1980

Potential Historic Conservation Districts, The Portland Historic Landmarks Commission and the Portland Bureau of Planning, October 1978

Buckman Rezoning Proposal, Buckman Community Association, January 1976

Buckman Neighborhood Rezoning, April 1977

Central Eastside: Benefactor to Portland's Economy, 1000 Friends of Oregon, June 1984

Eastbank Esplanade Report, Portland City Planning Commission, June 1963

Neighborhood Information Profiles, Office of Fiscal Administration, 1984 and 1986

Title 33, Planning and Zoning, Portland Bureau of Planning, 1991

CONCEPT FOR STREET RE-DESIGN

IMPLEMENTING ORDINANCES

ORDINANCE No. 164489

Amend Comprehensive Plan Policy 3.6 (Neighborhood Plan) by adding the Policies and Objectives of the Buckman Neighborhood Plan (Ordinance)

The City of Portland ordains:

Section 1. The Council finds:

1. The Portland Comprehensive Plan and its implementing Ordinances were acknowledged by the Oregon Land Conservation and Development Commission in May, 1981. Comprehensive Plan Policy 3.6 (Neighborhood Plan) allows for the adoption and incorporation of a local plan into the citywide Comprehensive Plan. Neighborhood plan provisions must be consistent with the Portland Comprehensive Plan and its implementing Ordinances.
2. The Portland Comprehensive Plan Policy 3.6 (Neighborhood Plan) encourages the creation of neighborhood plans in order to address issues and opportunities at a scale which is more refined and more responsive to neighborhood needs than can be attained under the broad outlines of the City's Comprehensive Plan. The neighborhood plan serves as a component of that document.
3. Adoption of the Policies and Objectives of the Buckman Neighborhood Plan is consistent with the intent, purposes, provisions and map designations of the Portland Comprehensive Plan as more fully set forth in the Report of the Planning Commission on the Buckman Neighborhood Plan.
4. There are no Statewide goals, procedures, or timelines to guide the adoption of neighborhood plans other than those addressing citizen involvement (Oregon Statewide Planning Goal 1: Citizen Involvement). Portland's notification procedures, a survey delivered to all residential occupants, attendance at and co-sponsorship of neighborhood meetings and workshops, and public hearings provided opportunities for citizen involvement throughout the plan development process in compliance with Goal 1.
5. The Buckman Neighborhood Plan was developed by the Buckman Plan Steering Committee and subcommittees, in cooperation with the Bureau of Planning. The Buckman Community Association (BCA) initiated a citizen-based effort which culminated in the development of the Buckman Neighborhood Plan and was adopted by the BCA membership in April 1991.

6. The data base used for the formulation of the goal, policies and objectives of the Buckman Neighborhood Plan was provided in the 1986 Neighborhood Information Profiles, prepared by the City of Portland Office of Fiscal Administration, and a Buckman Neighborhood land use inventory compiled by members of the Buckman Plan Steering Committee and Bureau of Planning staff. A questionnaire was mailed to all residents and property owners. Approximately 392 questionnaires were returned. Responses to the questionnaire provided information on neighborhood attitudes, issues and expectations.
7. Neighborhood plans are intended to promote patterns of land use, urban design, circulation and services which encourage and contribute to the economic, social and physical health, safety and welfare of both the neighborhood and the City.
8. The neighborhood plan is an advisory document for directing and managing change. The adopted Policies and Objectives of the Buckman Neighborhood Plan will serve as an official guide for decision-makers, particularly in land use reviews, and will also guide public deliberations and investments.
9. The Buckman Neighborhood Plan includes strategies which are not being adopted by the City Council as part of the Council's adoption of this plan. They are proposed by the neighborhood as a plan for neighborhood-initiated programs and provide a guide for self-help, private, or city-assisted projects. With the adoption of the Policies and Objectives of this plan, the City is not committing to the implementation of the strategies or to funding projects, although the policies and objectives include projects which could be pursued and funded in the future.
10. The Buckman Neighborhood Plan provides an opportunity for the City and the neighborhood citizenry to address the future of this vital inner-city neighborhood. The plan encourages new investment and development while acknowledging that Buckman faces pressures which could result in a loss of housing and displacement of small businesses and low income residents.
11. All public notification requirements have been met. In addition to two BCA-sponsored community workshops and two Planning Commission public hearings, the Buckman Plan Steering Committee worked with the Bureau of Planning staff to develop the plan which has been presented to the City Council.
12. All property owners within the Buckman Community Association boundaries received notification of the April 23, 1991, Portland Planning Commission public hearing which reviewed the plan.

ORDINANCE No.

1137.1021

13. On April 23, 1991, the Planning Commission held a public hearing on the Buckman Neighborhood Plan and recommended adoption of the Policies and Objectives of the plan, including all but one area proposed for rezoning. Consideration of that one area was deferred until the May 28, 1991 Planning Commission hearing.
14. The recommendation of the Planning Commission on the Buckman Neighborhood Plan is in conformance with Portland's Comprehensive Plan and with the Statewide Planning Goals as more fully set forth in the Report of the Planning Commission (attached as Exhibit A). The recommended Buckman Neighborhood Plan was submitted to the Oregon Department of Land Conservation and Development for review as required by ORS 197.610. No objection was received from the Oregon Department of Land Conservation and Development.
15. It is in the public interest that the recommendations on the Buckman Neighborhood Plan be adopted to direct and manage change in the Buckman Neighborhood.

NOW THEREFORE, The Council directs:

- a. The Report and Recommendations of the Planning Commission on the Buckman Neighborhood Plan is adopted and incorporated by reference.
- b. Based on the Report and Recommendations of the Planning Commission and the findings of this ordinance, Policy 3.6 (Neighborhood Plan) of the Portland Comprehensive Plan is amended by adding the Buckman Neighborhood Plan to the list of neighborhood plans adopted by City Council.

Passed by the Council, JUL 24 1991

Commissioner Gretchen Kafoury
June 18, 1991
S. K. McKinney:skm

Barbara Clark
Auditor of the City of Portland
By *Bette Olson*
Deputy

ORDINANCE No. 164490

Amend the Comprehensive Plan Map and the Official Zoning Maps for areas within the boundaries of Buckman Neighborhood as shown on the attached maps. (Ordinance)

The City of Portland ordains:

Section 1. The Council finds:

1. In 1972, a six-month study to identify issues and make recommendations to improve the Buckman neighborhood was completed. The resulting "Buckman Community Plan" proposed reducing residential densities and adopting new standards for residential design.
2. In 1977, City Council adopted a proposal, "Buckman Neighborhood Rezoning," which implemented the recommendations of the "Buckman Community Plan". Land zoned A1 and AO (medium and high density apartments) was rezoned to A2.5 (low density apartments allowing single-family, duplex and small, garden type apartments). In addition, development criteria were adopted for use in approving A1 density development within the A2.5 zone.
3. In conjunction with the adoption of the Comprehensive Plan in 1980, Buckman's zoning pattern was revised again. Much of the area previously zoned A2.5 was rezoned to R5. Other A2.5 areas were converted to R2.5. Some A2.5 areas were rezoned to R1. Some of the commercially-zoned areas along major streets were rezoned from C2 and M3 to R1 and C4 as a way to break up the pattern of strip commercial and encourage transit-supportive levels of residential development.
4. The new zoning code adopted in 1990 (effective date, January 1, 1991) changed the commercial zoning designations. Most of the areas zoned C2 were converted to CS, Storefront Commercial, to encourage a continuation of the storefront character along Burnside.
5. In 1989, the Buckman Neighborhood Plan Steering Committee, in cooperation with the Bureau of Planning, began a citizen-based effort which culminated in the development of the Buckman Neighborhood Plan.

6. On April 23, 1991, the Planning Commission held a public hearing on the Buckman Neighborhood Plan and recommended adoption of the Policies and Objectives of the plan.
7. One of the goals of the Buckman Neighborhood Plan is to stabilize residential portions of the neighborhood, particularly areas near to the edges of the neighborhood that are predominantly single family in character, and to make a better fit between the use of the land and zoning. Currently, many single-family dwellings are zoned multifamily and many structures built as multifamily are zoned single family.
8. To help meet this goal, the Planning Commission recommends rezoning six residentially-zoned areas within the Buckman Neighborhood to zones of lower residential density. The recommendation is to rezone five of the six areas from R1 to R2.5. These areas have a mixture of single family, duplex, and multifamily development. The sixth area is developed with single family residences with only one duplex, consistent with the R5 zoning and the uses immediately to the north. The recommendation is to rezone this area from R1 to R5.
9. The Planning Commission also recommends a change from CO1 to R1 for two lots which are developed with three single family structures. These lots are located at an intersection and the remaining corners are developed with commercial and multifamily uses. The zone change from commercial to residential will help retain existing housing.
10. These proposed zoning and map changes must comply with Policy 4.8, Maintain Housing Potential, of the Comprehensive Plan which requires no net loss of land reserved for, or committed to, residential, or mixed-use. In order to retain the housing potential lost by the recommended downzonings, and to make a better fit between the use of the land and zoning, the Planning Commission recommends rezoning three areas within the Buckman Neighborhood to zones of higher residential density.
11. One area was selected for upzoning because of its location near a neighborhood collector and minor transit street, and because of the number of multifamily and duplex units in the area. The recommendation is to rezone this area from R5 to R2.5 and R1. The second area is developed with primarily one- and two-story garden apartments. There are also two duplexes, a single-family structure converted to a five-plex and a 1960s style apartment building. The recommendation is to rezone this area from R5 and R2.5 to R1. The third area is owned by School District No. 1 except for one single family residence in the corner. It contains open area, an administrative building, and a vacated street. The recommendation is to rezone this area from R1 to RH with a floor area ratio of 4:1.

12. In order to provide additional housing opportunities and act as a transition from commercial to residential, the Planning Commission also recommends rezoning an area along the northern edge of the neighborhood that is currently zoned Storefront Commercial (CS) to the mixed used zone (CM). Adding a Buffer Overlay to some properties on the north side of SE Ankeny will also help to reinforce the neighborhood's northern edge. The Buffer regulations will ensure that new development will have less impact on the residential portion of the street.
13. The proposal for zone changes and Comprehensive Plan Map amendments is consistent with and supportive of the Comprehensive Plan goals and policies as described in the Report of the Planning Commission on Buckman's Neighborhood Plan, specifically Goals 3 and 4.
 - a. The proposal to rezone commercially-zoned properties to residential or mixed used in order to provide a transition to existing residential areas, retain existing residential use, and to add a buffer on certain commercially-zoned properties is supportive of Goal 3, Neighborhoods, which provides for preserving and reinforcing the stability and diversity of the city's neighborhoods while allowing increased density.
 - b. The proposal to change the existing zoning pattern within the neighborhood to stabilize existing residential areas, especially those developed with single-family homes, to better match existing land uses and maintain housing potential throughout the neighborhood is supportive of Goal 4, Housing, which provides for a diversity in the type, density and location of housing within the city
14. The proposal for zone changes and Comprehensive Plan Map amendments is consistent with and supportive of State Land Use policies as described in the Report of the Planning Commission on Buckman's Neighborhood Plan, specifically Statewide Planning Goal 10, Housing, which provides for the housing needs of the citizens of the state. The proposal to downzone certain residentially-zoned properties to residential zones with lower density and commercially-zoned properties to mixed use or residential zones, is supportive of this goal because it addresses maintaining existing housing in the neighborhood.
15. The proposed changes are supportive of the Transportation goal because areas that are currently single family but are developed primarily with multifamily uses along SE 20th Avenue will be rezoned to R1, a more transit-supportive density.
16. The proposed rezoning will also reduce the number of nonconforming multifamily developments along SE 20th and in the vicinity of SE Main

and SE 24th Avenue. This change will tend to encourage investment by assuring property owners that the long term purpose of the property is consistent with its current use.

17. The proposed changes to the zoning pattern will retain the existing density of the Buckman neighborhood, consistent with its convenient inner city location and availability of transit. The proposal will also increase opportunities for development of multifamily housing because several vacant parcels are proposed for more intensive zoning. Overall, the proposed rezoning will meet the requirement of Policy 4.8, Maintain Housing Potential.
18. The Planning Commission first considered the proposed zone changes and plan amendments within the context of the Buckman Neighborhood Plan at a public hearing on April 23, 1991. At that time, the Planning Commission recommended adoption of the Policies and Objectives of the plan, including all but one area proposed for rezoning. Consideration of that one area was deferred until the May 28, 1991 Planning Commission hearing. The Planning Commission adopted a zoning pattern for the remaining area on May 28, 1991.
19. Public notice of the April 23, 1991 hearing, which included specific language about the rezoning of the subject sites, was sent to all property owners and interested persons within the Buckman neighborhood.
20. Notice of the May 28, 1991 hearing was sent to all owners of the properties proposed for rezoning as well as to those testifying at the April 23rd hearing.
21. Requirements for notification of the City Council July 10, 1991 hearing have been met.
22. It is in the public interest that the Comprehensive Plan Map and Official Zoning Maps be amended at this time because it implements the Buckman neighborhood plan.

ORDINANCE NO. 114.01

NOW, THEREFORE, the Council directs:

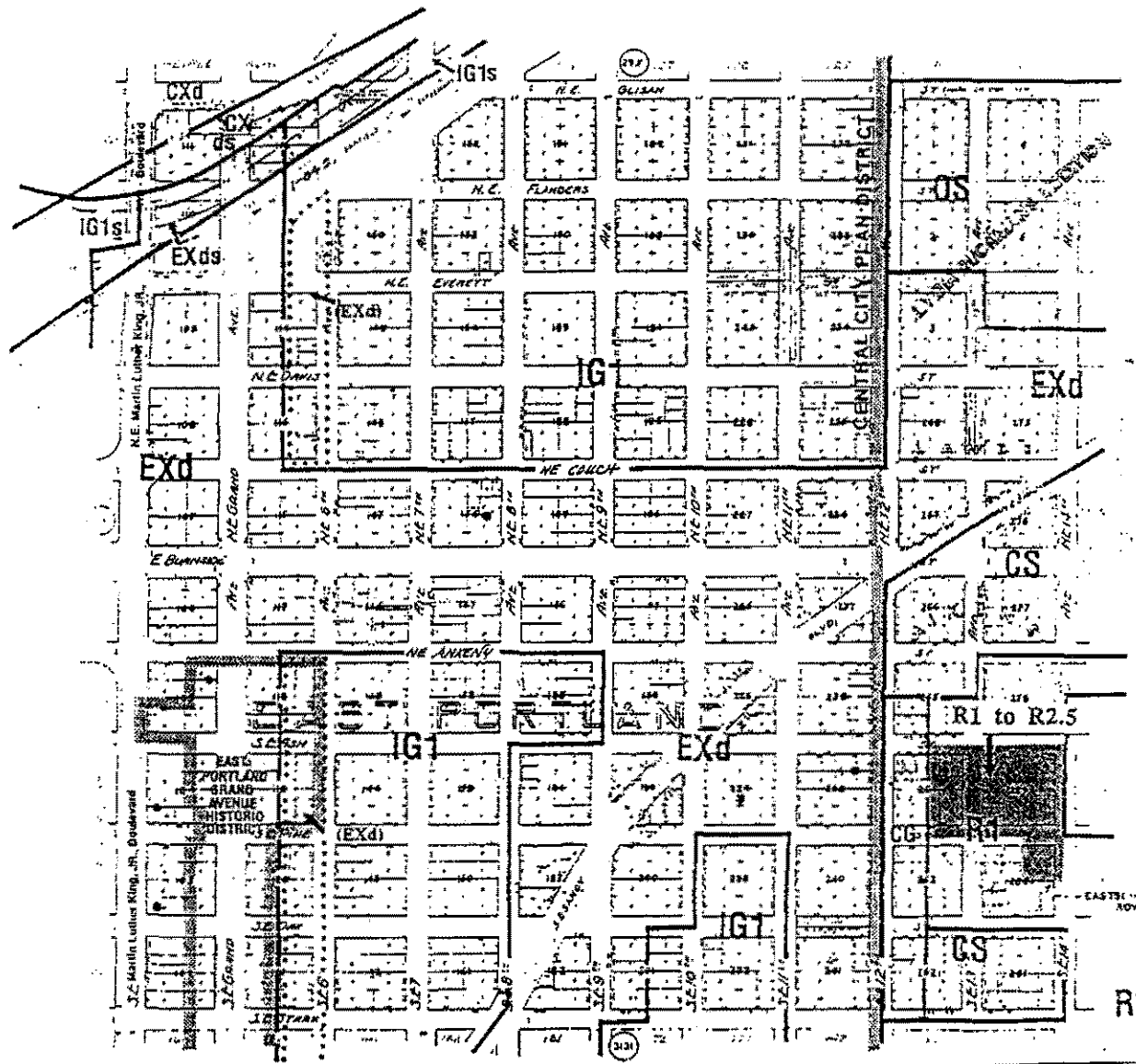
- a. The Report and Recommendations of the Planning Commission on the Buckman Neighborhood Plan is adopted and incorporated by reference.
- b. Based on the Report and Recommendations of the Planning Commission and the findings of this ordinance, the Comprehensive Plan Map and Official Zoning Maps are amended as shown on the maps in Appendix A.

Passed by the Council, JUL 24 1991

Commissioner Gretchen Kafoury
June 18, 1991
S.K. McKinney:skm

Barbara Clark
Auditor of the City of Portland
By *Barbara Clark*
Deputy

■ Areas proposed for rezoning



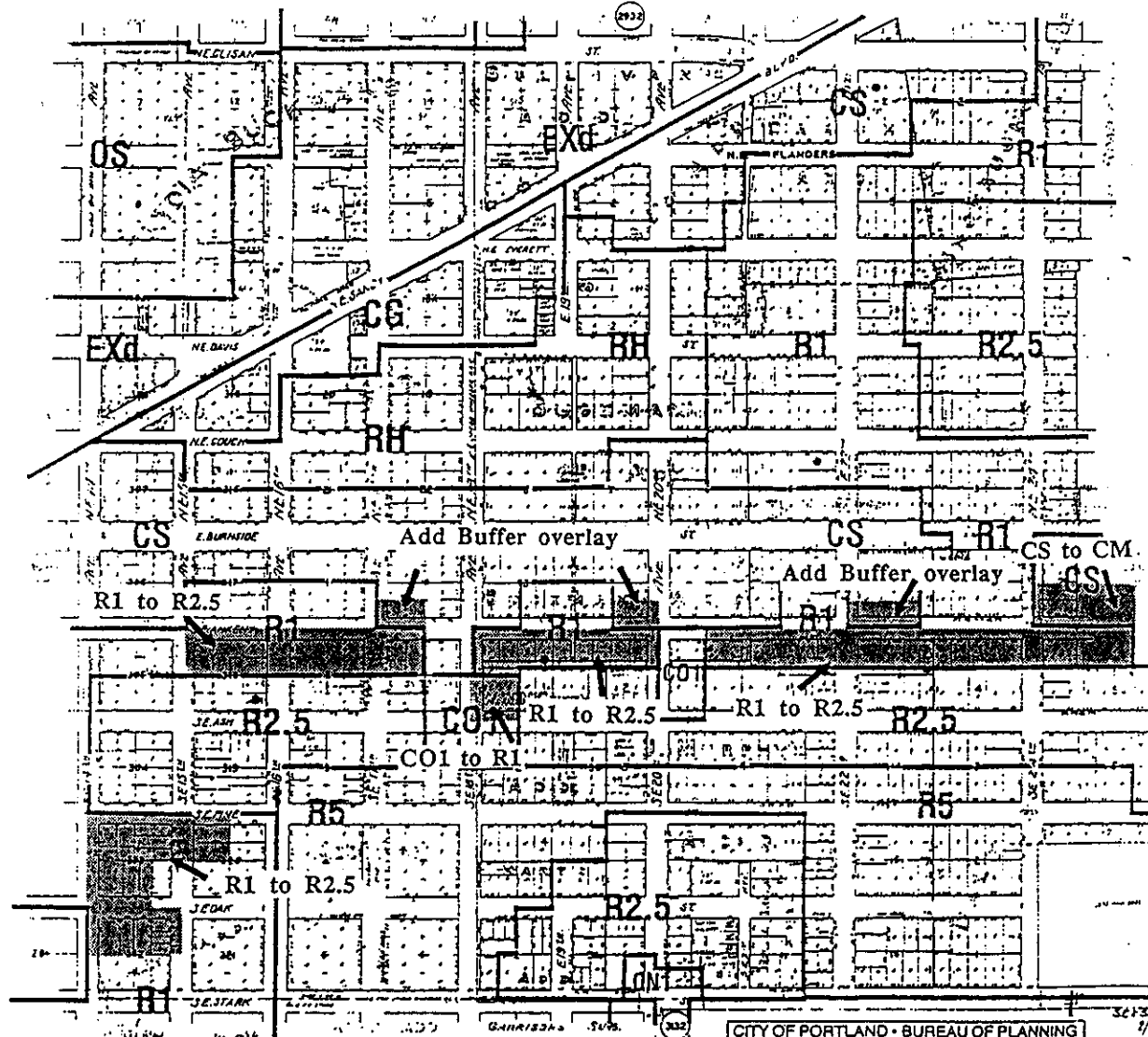
● HISTORIC LANDMARK

SW 1/4 Sec 35 - NW 1/4

NOTE: Zoning designations are subject to change; verify zoning prior to development or sale.

CITY OF PORTLAND • BUREAU OF PLANNING	
R5	Current Zoning
(R5)	Maximum Potential Zoning as per Comprehensive Plan
SCALE: 1" = 200'	
DATE: 4-9/	
303	

■ Areas proposed for rezoning

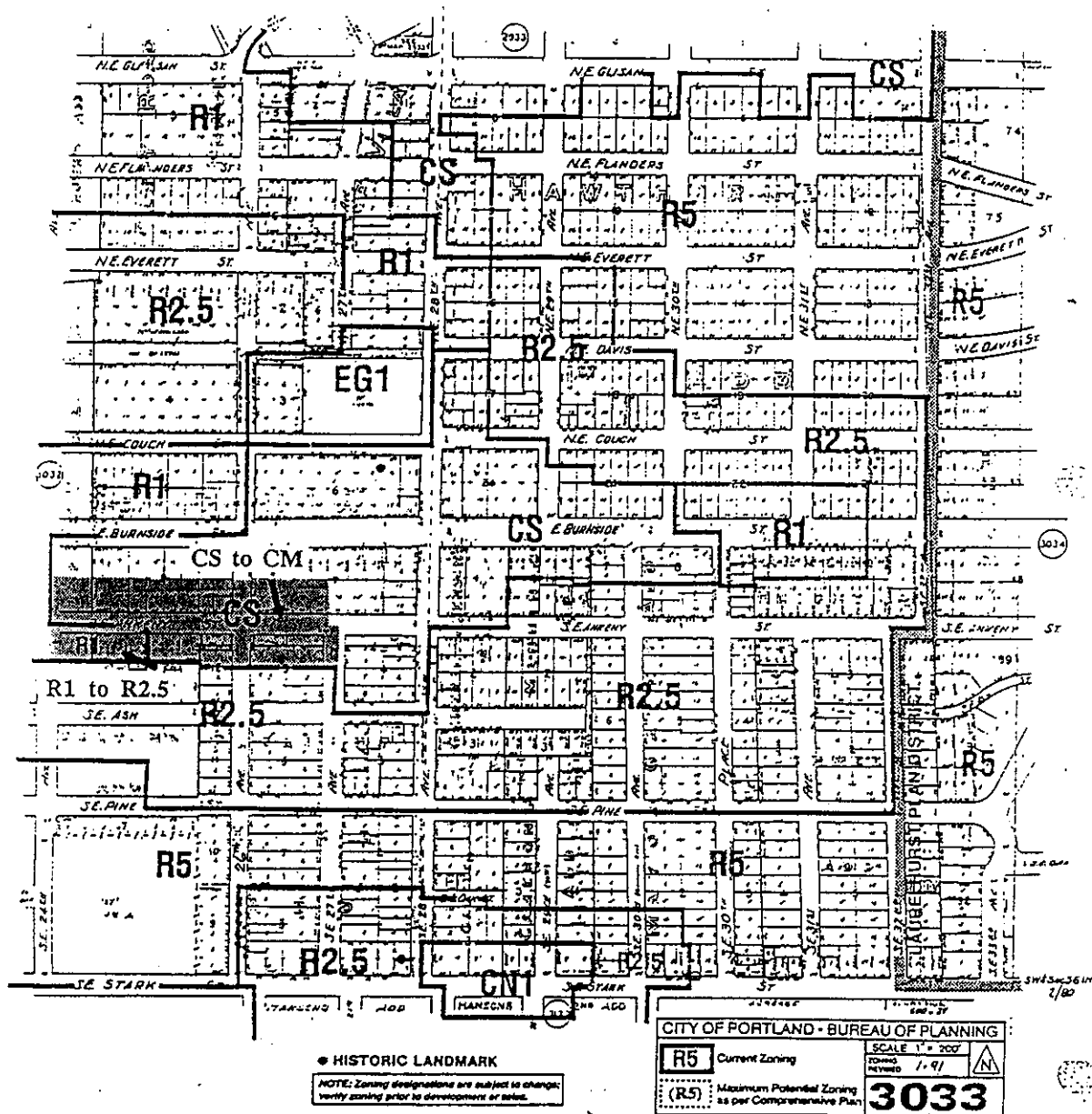


● HISTORIC LANDMARK

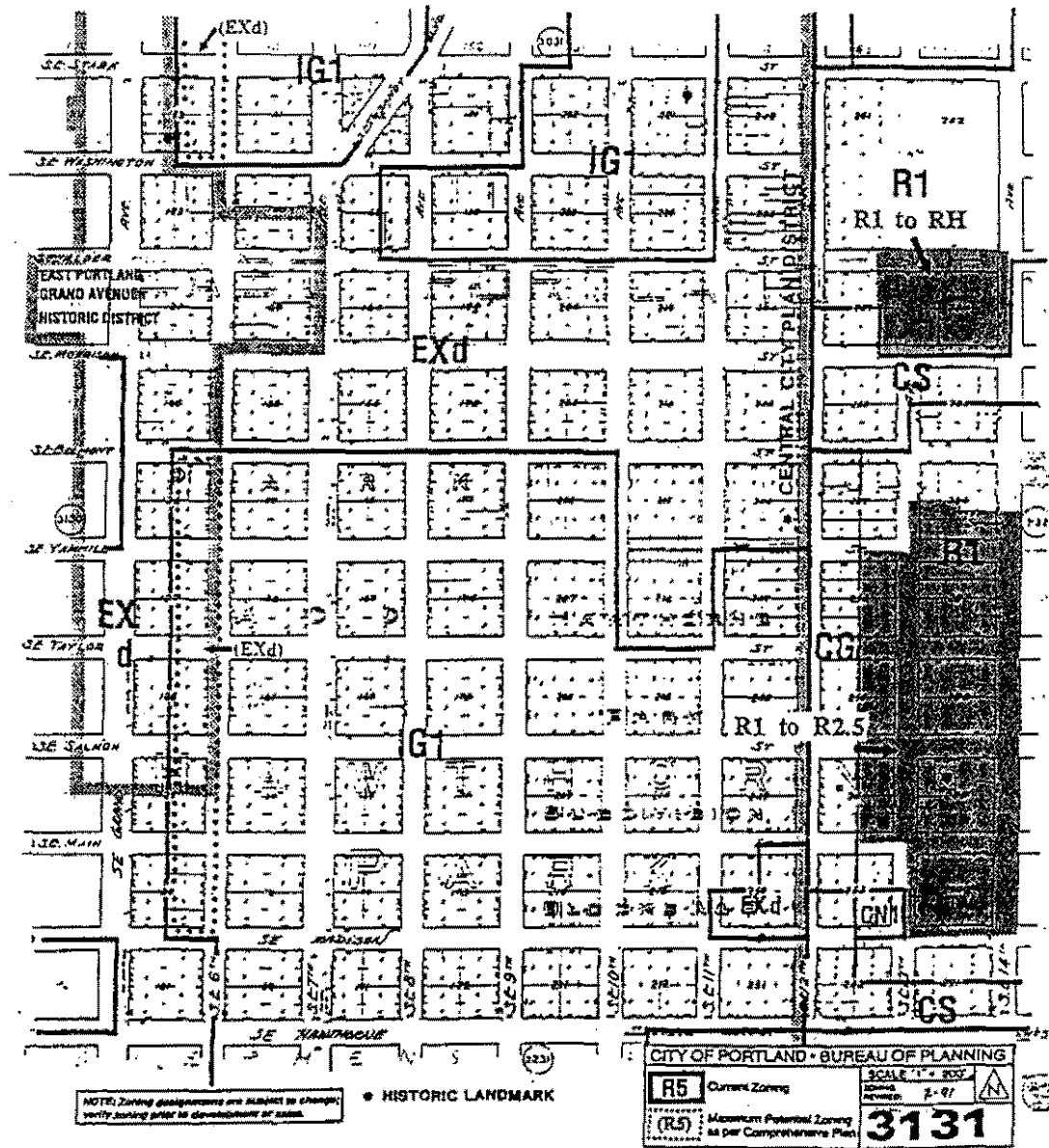
NOTE: Zoning designations are subject to change;
verify zoning prior to development or sale.

CITY OF PORTLAND - BUREAU OF PLANNING	
R5	Current Zoning
(R5)	Maximum Potential Zoning as per Comprehensive Plan
SCALE 1" = 200'	
DRAWN BY: 1-91	
3032	

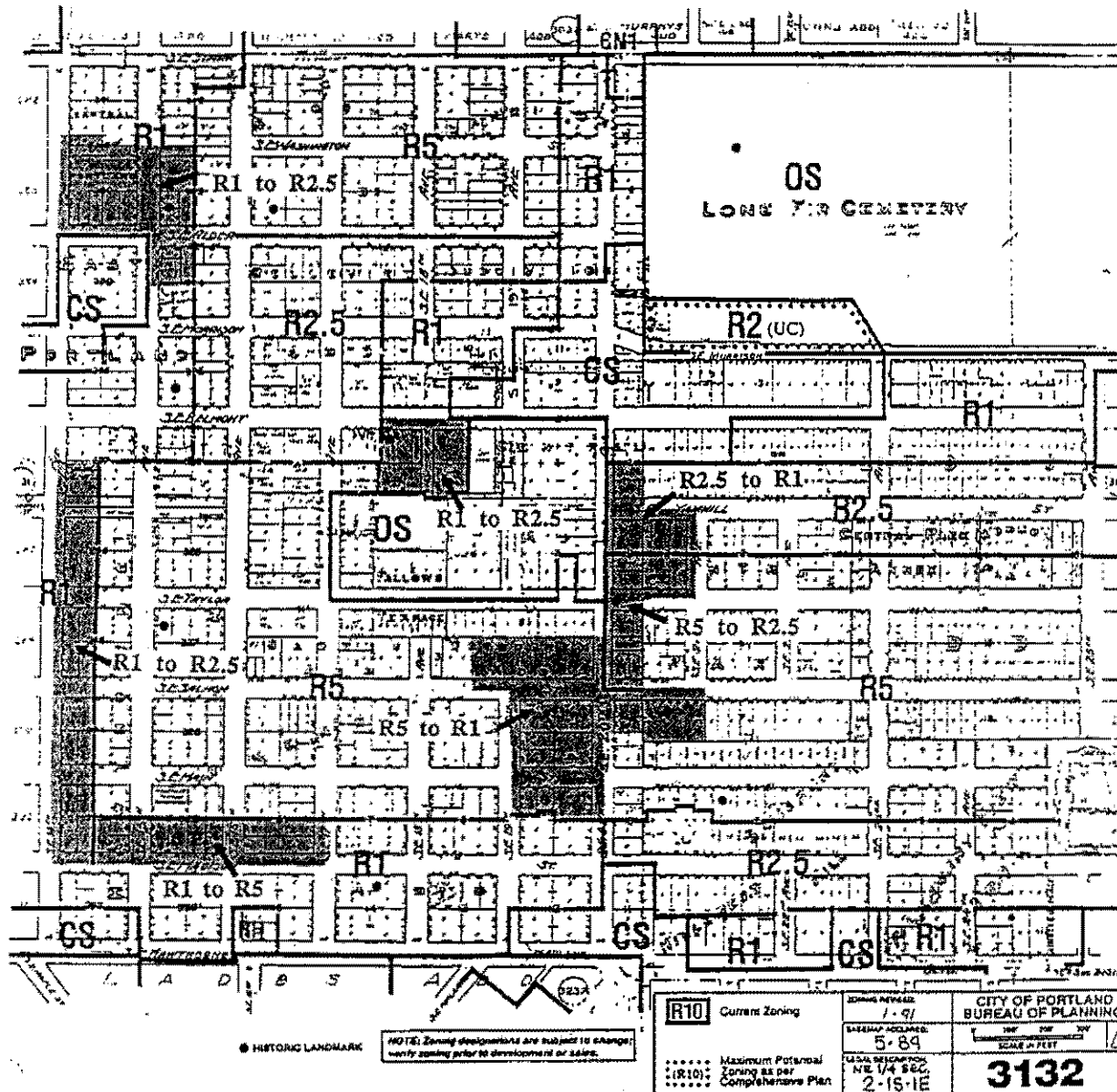
■ Areas proposed for rezoning



■ Areas proposed for rezoning



■ Areas proposed for rezoning



Areas proposed for rezoning

