



CENTRAL ALBINA
STUDY

CENTRAL ALBINA STUDY

November 1962

A Unit of the Portland Comprehensive
Development Plan

PORTLAND CITY PLANNING COMMISSION

MAIL: 414 CITY HALL PORTLAND 4, OREGON OFFICE: 424 S.W. MAIN STREET • CAPITOL 8-6141

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December 5, 1962

Mayor Terry D. Schruck
City of Portland
City Hall
Portland, Oregon

Dear Mayor Schruck:

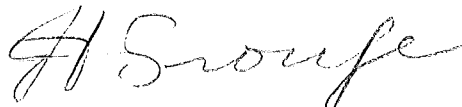
Transmitted herewith is a report on the study and analysis of the central Albina area of Portland, and including our recommendation on the proposed location of a public housing project in the vicinity of the Knott Street Community Center. This study was conducted by the Planning Commission as you requested in your letter of February 20, 1962.

The object of the study has been to develop a plan for the future development of Central Albina, based on a firm foundation of facts concerning present conditions, future trends, arterial traffic projections, and land economics. Within this framework of a carefully drafted general development plan for the area, the proposal for a public housing development was then considered.

The Housing Authority of Portland has been most helpful in every phase of the study, providing information and consultation whenever needed. Mr. W. R. Laidlaw was retained, at Housing Authority expense, to develop, at Planning Commission request, the land marketability research upon which many of the conclusions embodied in this report are based.

It is hoped that this report will provide the basis, not only for the decision as to the location of the proposed housing development, but for many future decisions affecting the long range development of the Albina area as well.

Respectfully submitted,



J. H. Sroufe, Chairman
Portland City Planning Commission

FNF/LTK/ph

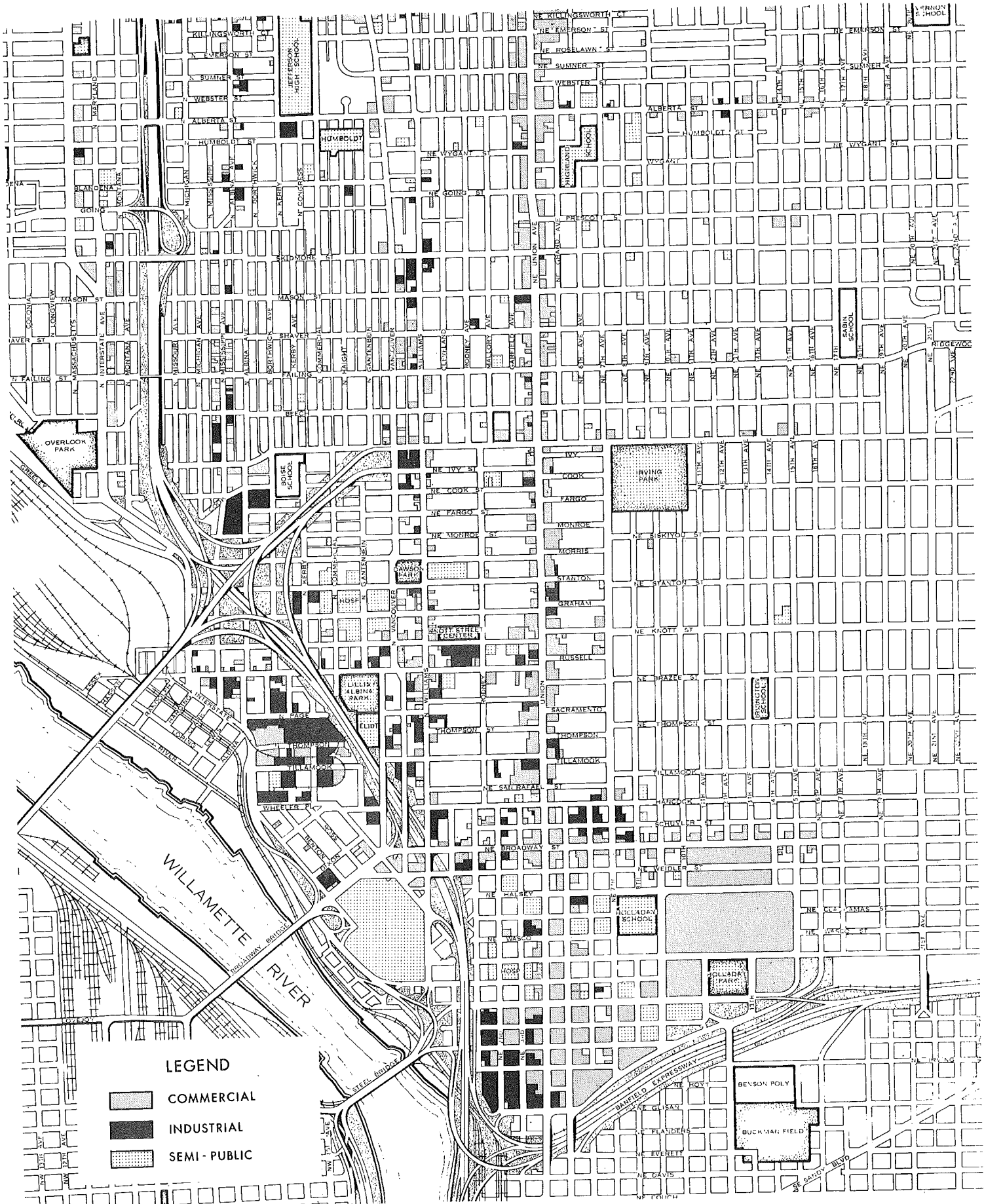
BACKGROUND

Albina, once the name of an independent city which merged with Portland in 1891, now applies, in common usage, to an inexactly defined area usually considered to be lying south of Fremont Street between Union Avenue and the Willamette River. This section of Portland, containing as it does, both low-lying riverside land and the adjacent hilltop plateau, was developed from the beginning as an industrial community with an adjoining residential hinterland. Today, ninety years after Edwin Russell recorded the plat of the original town site, much of this early division of function has disappeared and developments currently in the making are providing further and more sweeping changes to the Albina area.

Inspection of a map depicting the present use of land in the district (Plate I) reveals not only the early day concentration of industrial-commercial development along the river, but a helter-skelter conglomerate of residential, industrial, commercial, and institutional activity atop the hill as well.

Gradually, over the years, a commercial strip has developed along the length of Union Avenue. Another commercial area, strung out along Williams Avenue, with its focus at the intersection of Williams and Russell, developed, flourished, and then all but died. Scattered industries, particularly in the southern and western portions of the plateau, are very much in evidence today.

The remaining residential land is now concentrated in three fairly distinct pockets ... one lying between the edge of the hill and Vancouver Avenue from Fremont Street south to about Stanton Street; a second lies between Williams and Union Avenues from Fremont to about Knott Street, and the third extends from Williams to Union Avenues between Russell and Hancock Streets. Each of these residential enclaves is fairly well surrounded, not only by mixtures of non-residential development, but also by distinct topographical change or arterial traffic routes. Not only does the gradual expansion of the non-residential uses of land produce mixtures of use, often to the detriment of each, but also, since Albina is primarily a built-up area, the institution of each new non-residential use decreases the residential population, further shrinking the remaining residential land concentrations.



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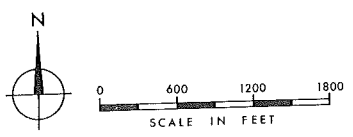
- COMMERCIAL
- INDUSTRIAL
- SEMI-PUBLIC

NON-RESIDENTIAL LAND USE

CENTRAL ALBINA STUDY

PLATE

1



The most dramatic example of this sort of removal of residential land is the present freeway construction program. Right-of-way acquisition for the Eastbank Freeway, between Fremont Street and Broadway, has removed approximately 125 dwellings, dwellings that formerly housed nearly 300 persons.

Social change is also in evidence in the Albina area. The 1960 Census confirmed that this area contains the greatest concentration of negro population within the city.

A recent proposal by the Housing Authority of Portland to construct some 58-units of public housing near the center of the residential portion of the Albina area has served to focus attention on this section of the city, resulting in this investigation into desirable public policy toward its future development.

THE STUDY AREA - DEFINITION AND APPROACH

As defined above, the area of major concern to this study is the portion of the city known as Albina. However none of the problems, or problem generating factors, terminate at the arbitrarily drawn Albina boundaries. To allow for the analysis of the problem area within a realistic context, the entire area from Killingsworth Street to the Banfield Freeway between Interstate Avenue and NE 16th Avenue, was delineated for inspection. This entire area has been subjected to general investigation and analysis to provide a framework for the intensive study of the area south of Fremont Street and west of Union Avenue.

Much of the statistical data utilized in developing an understanding of the Albina area was drawn from U. S. census reports. A good deal of this census information is available for statistical units called census tracts. While the census tracts do not correspond exactly with the study area, or with the Albina area, it is believed that the correlation is adequate to provide sound statistical evidence as to the general character of the Albina district. Other data was available by city block and was compiled to correspond exactly with the appropriate area.

AREA CHARACTERISTICS

For the purpose of this study, the area bounded by Killingsworth Street, 16th Avenue, Banfield Expressway, and Interstate Avenue, will be termed the "Study Area", and the area bounded by Fremont Street,

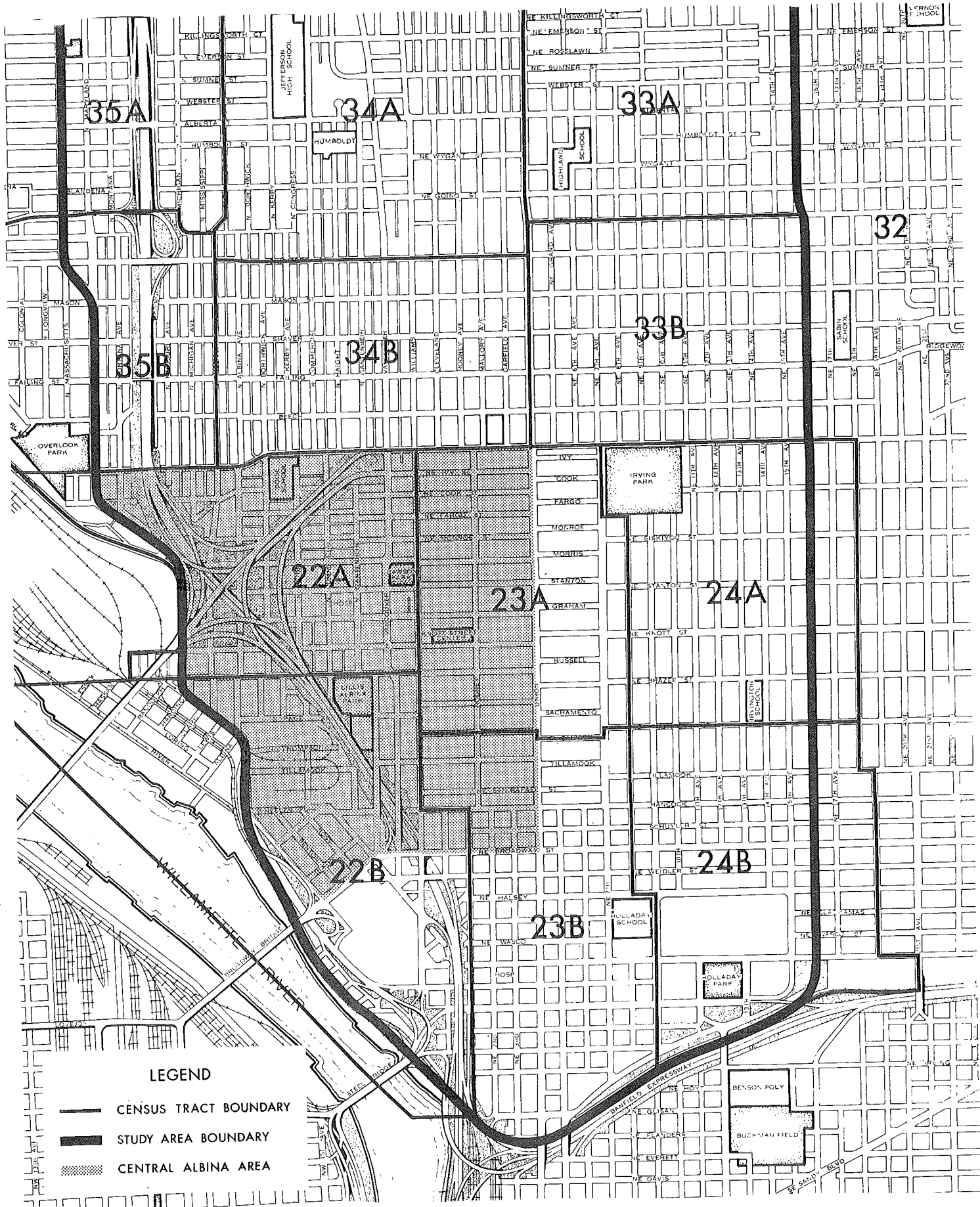
Union Avenue, Broadway, and Interstate Avenue will be referred to as the "Central Albina Area". Where census tract information is referred to for the Central Albina Area, it has been drawn from census tracts 22A, 22B, and 23A. The relationship between census tracts and the Study Area, as well as the Central Albina Area, is shown on Plate 2. The Study Area contains 3.4 square miles, or about 4.75 percent of the area of the city. Within this area live approximately 31,500 persons, $8\frac{1}{2}$ percent of the population of Portland. This area also contains 12,514, or 80 percent, of the negro population of Portland.

Two hundred thirty-three of the 687 blocks in the Study Area contain buildings of all types, with an average age of more than 50 years. Another 355 blocks contain structures with an average age of between 30 and 50 years. Thus approximately 86% of the blocks in the Study Area contain buildings, the average age of which is in excess of 30 years. Were it not for the heavy concentration of new construction south of Broadway, these averages would be much higher.

Within Central Albina, which is almost entirely outside the Lloyd Center-Memorial Coliseum new construction area, 88 blocks, or 66 percent of the total, contain buildings averaging at least 50 years of age (Plate 3). Another 38 blocks, or 28 percent, contain buildings between 30 and 50 years of age on the average. In the Central Albina Area then, $9\frac{1}{4}$ percent of the blocks contain buildings averaging at least 30 years of age.

The effects of this advanced age of the typical building can be found in many directions. More than $10\frac{1}{2}$ percent of all the fire calls within the city are reported in the Study Area. Nearly $12\frac{1}{2}$ percent of the fires caused by faulty electric wiring for the entire city took place within the Study Area, and 17 percent of the fire calls resulting from faulty heating systems were reported here.

Plate 4 indicates the degree and dispersion of dilapidated dwelling structures within the study area as determined by the 1960 Census of Housing. Dilapidated housing is defined by the Bureau of Census as not providing safe and adequate shelter; such buildings have one or more critical defects or a combination of intermediate defects in sufficient number to require extensive repair or rebuilding, or are of inadequate original construction. It will be noted from this plate that the concentration of dilapidated buildings is highly pronounced within the Central Albina Area. It should also be pointed out that experience has shown that an appraisal of the quality of housing, measured against the Portland Housing Code, results in a considerably higher incident of substandard dwellings than census estimates indicate.

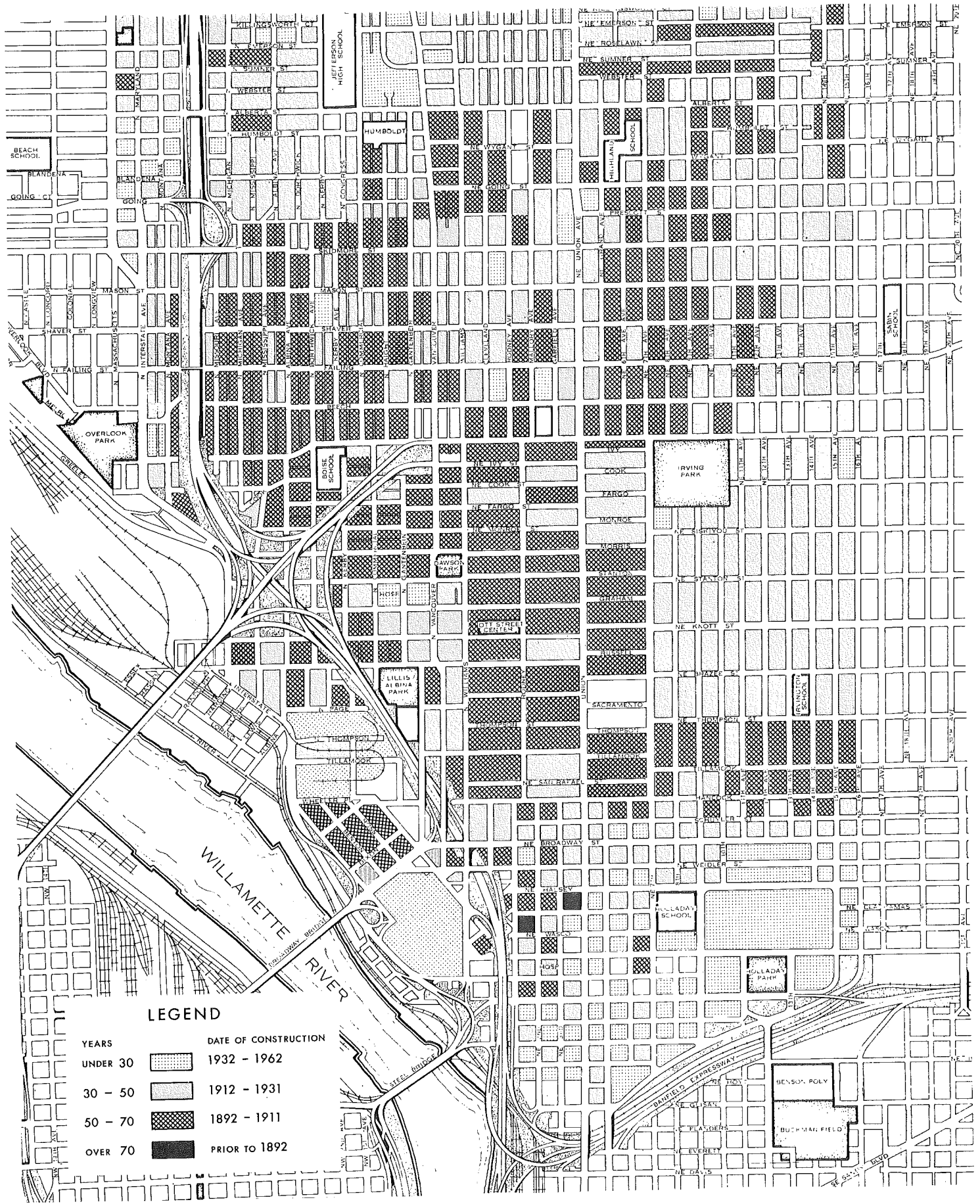


CENSUS TRACTS

CENTRAL ALBINA STUDY

PLATE

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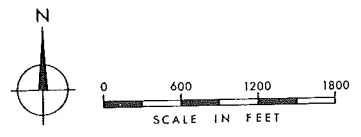


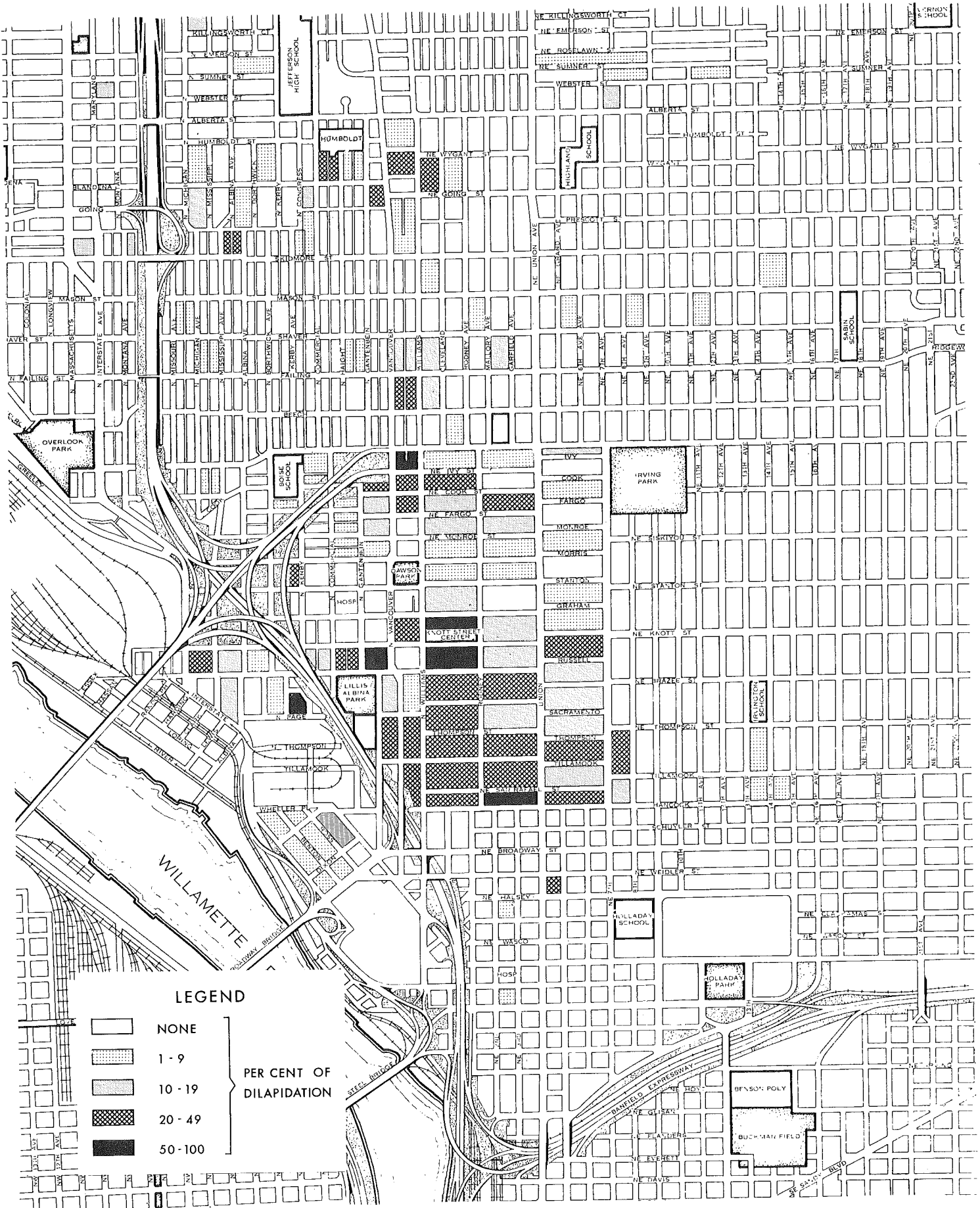
AGE OF BUILDINGS

CENTRAL ALBINA STUDY






PLATE

3





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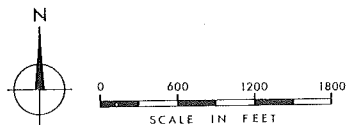
-  NONE
-  1 - 9
-  10 - 19
-  20 - 49
-  50 - 100

PER CENT OF
DILAPIDATION

DILAPIDATION OF DWELLINGS

CENTRAL ALBINA STUDY

PLATE



The following tables compare a number of physical and social characteristics in the Central Albina Area with similar characteristics within the Study Area and within the entire city.

TABLE I

SELECTED POPULATION CHARACTERISTICS

	<u>City</u>	<u>Study Area</u>	<u>Central Albina</u>
Population:			
Total	372,676	36,174	7,111
Non-white	20,919	13,078	4,926
% Non-white	5.6%	36.2%	69.4%
Median Family Income	\$ 6,333	\$ 5,065	\$ 3,946

TABLE II

SELECTED HOUSING CHARACTERISTICS

	<u>City</u>	<u>Study Area</u>	<u>Central Albina</u>
Number of Housing Units	143,049	13,977	2,963
Average Contract Rent	\$ 64.00	\$ 59.00	\$ 47.00
Deteriorating or Lacking Some Plumbing Facilities:			
Number	23,249	2,889	1,095
% of Total	16.1%	20.6%	36.9%
Dilapidated:			
Number	3,984	549	357
% of Total	2.8%	3.9%	12.0%

TABLE III
FIRE CALLS --- 1961

	Number of Calls	Cause of Fire		False Alarms
		Electrical	Heating	
City	5,436	430	450	442
Study Area:				
Number	576	53	76	74
% of Total	10.6%	12.3%	17.0%	16.7%

TABLE IV
CRIMES AND ARRESTS --- 1961

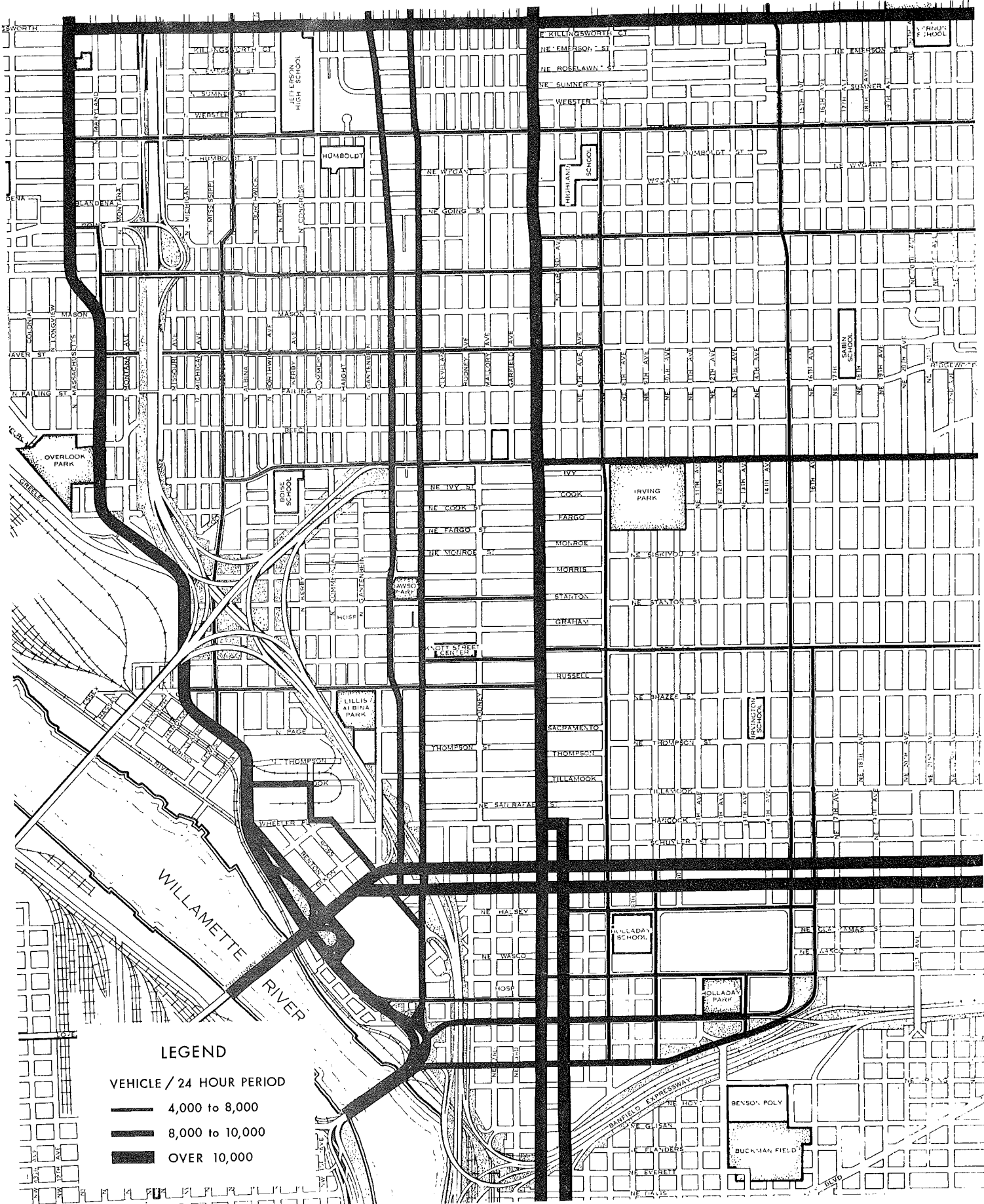
	<u>Population</u>	<u>Crimes</u>	<u>Arrests</u>	<u>Crimes per Capita</u>	<u>Arrests per Capita</u>
City	372,672	31,871	18,284	.065	.049
Study Area:					
Number	36,210	4,356	1,447	.120	.040
% of City	9.7%	13.6%	7.9%	--	--
Central Albina:					
Number	7,111	1,519	796	.213	.111
% of City	1.9%	4.7%	4.3%	--	--

The conclusion to be drawn from the foregoing figures and comparisons must obviously be that the Central Albina Area is a physically deteriorated, economically depressed section of the city. A review of building permits issued over the past five years shows almost no building activity other than minor remodelings with the exception of Emanuel Hospital additions and the construction of the Knott Street Center. Over the five year period from 1957 through 1961, the total building volume in the Central Albina Area amounted to approximately 3.5 million dollars, about one per cent of the total city volume. Of this total, 2.8 million was accounted for by Emanuel Hospital and the Knott Street Center projects. Commercial developments accounted for \$614,000, almost all of which is located at the extreme southern edge of the area, along Broadway, or west of the freeway. None of the commercial construction was located in the Williams Avenue commercial district. Industrial construction amounted to \$134,000, and residential construction totaled but \$20,000. Were it not for construction generated by the hospital or by the City of Portland itself, the total building volume within the Central Albina Area during the five year period would account for approximately one-quarter of one percent of the total volume in the city. Clearly then, there is no trend towards new construction in Central Albina that might serve to counteract the age and deterioration of the area.

TRAFFIC CIRCULATION




The present system of arterial streets, along with the freeway system under construction, is shown on Plate 5. The Eastbank Freeway is presently under construction as shown. The Fremont Bridge, the all-important connection between the Stadium Freeway and the Eastbank Freeway, will be located approximately as indicated although actual construction details have not as yet been completed. The ramps connecting this interchange with Fremont and Flint Streets have neither federal financing nor official status at the moment but are included in State Highway Department and City plans for future construction. If constructed approximately as shown, these ramps will remove approximately 160 dwellings, or 490 people from the Central Albina Area. These proposed ramps will be in an elevated structure and most of the surface streets will remain, allowing circulation beneath the ramps.

In addition to the north-south freeway traffic flow, Interstate Avenue, Union Avenue, and the Williams Avenue-Vancouver Avenue couplet each run in a north-south direction through both the Study Area and the Central Albina Area. The fact that Williams and Vancouver Avenues, along with Flint Avenue, form the only north-south points of access bridging the freeway, and form a continuous traffic artery from



LEGEND

VEHICLE / 24 HOUR PERIOD

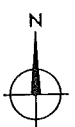
-  4,000 to 8,000
-  8,000 to 10,000
-  OVER 10,000

TRAFFIC FLOW

CENTRAL ALBINA STUDY

PLATE

5



the Broadway and Steel Bridges north to the Interstate Bridge, implies that their traffic volume can only increase in the future. Their significance as arterials will undoubtedly be felt, particularly in the Central Albina Area, since they will be providing the most direct means of access from Fremont Street to the Broadway and Steel Bridges. Traffic in the east-west direction is relatively light in volume north of the Broadway-Weidler couplet with only Killingsworth Street at the extreme northerly edge of the Study Area, currently carrying in excess of 10,000 vehicles per day. Midway between Broadway and Killingsworth Street, Fremont Street is at present a relatively major traffic carrier east of Union Avenue only.

West of Union Avenue, Fremont, like Stanton and Knott Streets between Union and Williams Avenues, and like Russell Street from Union to Interstate Avenues, ranks as a secondary arterial, currently carrying between 4,000 and 8,000 vehicles per day. With the completion of the freeway and the access ramps, Fremont will undoubtedly attain a position of greater import as far west as Vancouver Avenue. South of Fremont Street, all of the east-west streets between Fremont and Broadway are discontinuous in nature, breaking either at Union Avenue or 7th Avenue and, in most cases, at the freeway as well. There is, therefore, little tendency for extraneous east-west traffic to filter through the Central Albina Area. With the completion of the freeway, any tendency toward incidental traffic will probably even lessen below its present volume.

Generally speaking, then, the traffic situation in the Central Albina Area can be summed up as having excellent access to the Interstate Freeway system, but with the arterial surface streets so concentrated as to leave only very small parcels of traffic-free land. At no point in the entire Central Albina Area is it possible to be more than about 600 feet from a major traffic arterial.

LAND MARKETABILITY

Since the goal of this study was to develop a plan for the future use of land in the Albina area, it was felt necessary to develop an understanding of the marketability of land, both at the present time and for the long-term future. Mr. W. R. Laidlaw, of the firm Ambrose, Ek and Laidlaw, was retained by the Portland Housing Authority to aid this study by conducting a marketability survey and providing his professional opinions on the following specific questions:

1. Considering the present pattern of zoning and land development, can it be assumed that there will be a long-term market for residentially-zoned property in the area bounded on the north by Fremont Street,

on the east by Union Avenue, on the south by Russell Street, and on the west by the Eastbank Freeway?

2. Disregarding the present zoning, can it be assumed that there would be a predictable market for non-residential land development, assuming:

(a) A continuation of the present pattern of land divisions, building and vacant land which would require private acquisition and demolition of buildings and lots in order to assemble reasonably sized parcels of developable land.

(b) Public urban renewal activity which would prepare reasonably sized parcels of cleared land for the market.

3. Can you suggest the probable types of non-residential development that would be most likely attracted to this area under each of the foregoing assumptions?
4. Can it be assumed that there would be a reasonable market for residential land development, either single family or apartment, if public urban renewal action were to prepare cleared land for the market?
5. On Williams Avenue at about Knott Street is a cluster of vacant commercial building space. If modern, sound commercial structures existed here, would a demand for such space be likely?
6. What would be the probable demand for the Elliott School if it were to be put up for sale?

Mr. Laidlaw's conclusions can be briefly summarized as follows:

1. There is no long-term market for residentially zoned property.
2. There could be a long-term market for non-residential land use; however, urban renewal activity is necessary to provide cleared land for this market.
3. The most probable types of non-residential development would be light manufacturing, distribution, and service industries.

4. There would be some market for multiple family housing if urban renewal action were to prepare cleared land; such housing would, however, be in the low rental category, presumably public housing. Mr. Laidlaw further recommended that the only appropriate location for such housing would be in the extreme northern portion of the Central Albina area so that any such development would not interfere with the consolidation of the remainder of the area as an industrial district.
5. There is neither present nor future demand for retail businesses along Williams Avenue.
6. Eliot School is readily adaptable for many types of commercial and industrial use and should have a reasonable market if it were to be put up for sale.

In the course of his study, Mr. Laidlaw prepared a considerable body of factual information that appears to substantiate most of his conclusions. In the development of his report, Mr. Laidlaw went well beyond the six questions posed by recommending the entire area be the subject of urban renewal action and that the future use of the area be reserved for industrial activities. It is his belief that if housing appears desirable on the basis of factors other than those he investigated, such housing should be confined to the area north of Fargo Street. He further recommended against the proposed location of the Daisy Williams housing project but recognized that if the Central Albina area were to be changed in use from residential to industrial, additional housing would be necessary to replace that removed by such conversion. He suggested the possibility of locating some public housing in the vicinity of Boise School.

CONCLUSIONS

The Central Albina Area can perhaps be characterized as a section of the city containing a disordered collection of mixed land uses, deteriorated and dilapidated buildings, divided by topography and freeway construction, and cut up into small segments by a network of major traffic arterials, but adequately served by schools and indoor recreational facilities. There has been practically no recent construction other than some minor industrial and commercial building, the Knott Street Center, and a vigorous expansion program for Emanuel Hospital. It is populated by low income people. The vacancy ratio in commercial structures is extremely high and the incident of crime is far above the city average. In short, the Central Albina Area bears most of the characteristics of a district in an advanced stage of urban blight.

Beyond the Central Albina Area, the remainder of the Study Area is also composed of buildings of an advanced age. The other symptoms of blight, however, are far less acute. The degree of dilapidation is far lower and not nearly so concentrated. The average value of dwellings is higher. The profusion of mixed land uses is not so evident, and the location of major traffic arterials allows far greater expanses of land to be free from heavy traffic.

Just to the north of the Central Albina Area, across Fremont Street, a concerted effort is under way to preserve and rehabilitate a large residential section (the Albina Neighborhood Improvement Project). A portion of the Central Albina Area was originally investigated for feasibility of this type of urban renewal action but was discarded as being beyond rehabilitation. Clearly, urban renewal, largely clearance, appears to be the only solution to, not only the blight that presently exists in central Albina, but also to avoid the spread of that blight to other surrounding areas. Although for the purposes of this study a building-by-building exterior survey of structures has not been conducted, the evidence available from census and other sources leaves little doubt as to the qualification of the Central Albina Area for federal urban renewal assistance.

PLAN CONSIDERATIONS

Certain fixed characteristics of the Central Albina Area must be considered in developing any plan for the future use of land. The district has a central location with respect to the city as a whole. It is located practically at the juncture of the two interstate freeways and it is actually bisected by the access ramps to the major interchange joining the Eastbank Freeway, the Stadium Freeway, and the proposed Fremont or Prescott Freeway. The area is also cut up by major streets providing direct access, not only to the freeway system, but to the entire major street system of Portland. The Central Albina Area is also divided by topography; the lower portion, having both river and rail access in addition to freeway connections, is predominantly industrially developed at the present time. The upper portion is isolated from either rail or water transportation potential.

Each of the aforementioned factors are, for all practical purposes, fixed and unalterable. While it is within the limits of economic feasibility to make certain alterations in the major street system affecting the area, the overpass structures bridging the freeway at Flint, Vancouver and Williams Avenues, and the fact that Vancouver Avenue connects at its extreme northern end with Union Avenue in the delta area, fairly well determine that these streets must remain despite possible modifications in their exact routing. These

fixed factors point to the fairly obvious conclusion that at least a large portion of the Central Albina Area would find its most logical future as industrial land.

INDUSTRIAL LAND USES

The primary characteristics of the Central Albina Area, excellent freeway and major street access, as well as the availability of all normal utilities and the level, stable nature of the hilltop land itself, make this area unusually well suited to transportation, distribution, and service industries. It has been estimated by the Metropolitan Planning Commission in the report, LAND FOR INDUSTRY, that by 1975 an additional 700 to 900 acres of land will be in use by the transportation and warehousing industries in the Portland metropolitan area. The Metropolitan Planning Commission points out that there is sufficient industrial land within the Portland urban area immediately available to permit a 100 percent expansion of the present industrially used acreage. However, this agency also notes that within the central portion of the city there is but approximately 200 acres of the 6000-acre total of available industrial land in the urban area, and since a good portion of this 200 acres is presently owned and held in reserve for expansion by existing industries, the actual acreage available for sale within the central portion of the city is relatively low. This low stock of centrally located available industrial land, coupled with the 1975 industrial land need projections, and the fact that more than 40 firms will be displaced from northwest Portland by the Stadium Freeway, many of which require or prefer a centralized location, leads to the conclusion that there is a solid market, both at the present time and in the future within an area such as central Albina, provided reasonably sized land parcels were available at a reasonable price. Within the Central Albina Area, east of the freeway and the Fremont-Ivy Street ramps, there is a total net area, exclusive of streets, of 160 acres, of which a large portion may be considered as having industrial potential.

Mr. Laidlaw, in his marketability survey, concurs with this conclusion.

CONFLICTING ELEMENTS

By far the largest building complex of a non-industrial nature in the entire Central Albina Area is Emanuel Hospital. This institution is, at present, one of the major hospitals in the state and has vigorous expansion plans for both the immediate and long-range future. Emanuel provides not only general hospital services

and a maternity hospital, but also provides out-patient services, notably cancer treatment, making it truly a regional facility, serving not only Portland, but much of the State of Oregon and southern Washington. Certainly any plans for the future of the Albina area must consider the needs of Emanuel Hospital. This institution is large enough and its plans are of such a magnitude that it can, to some degree, be considered as creating its own environment. However, the possibility of some nearby apartment construction to provide housing facilities for both hospital employees and students and also for out-patients coming from out of town for therapy, plus the institution of some satellite professional offices and commercial establishments in the immediate vicinity, are functionally desirable.

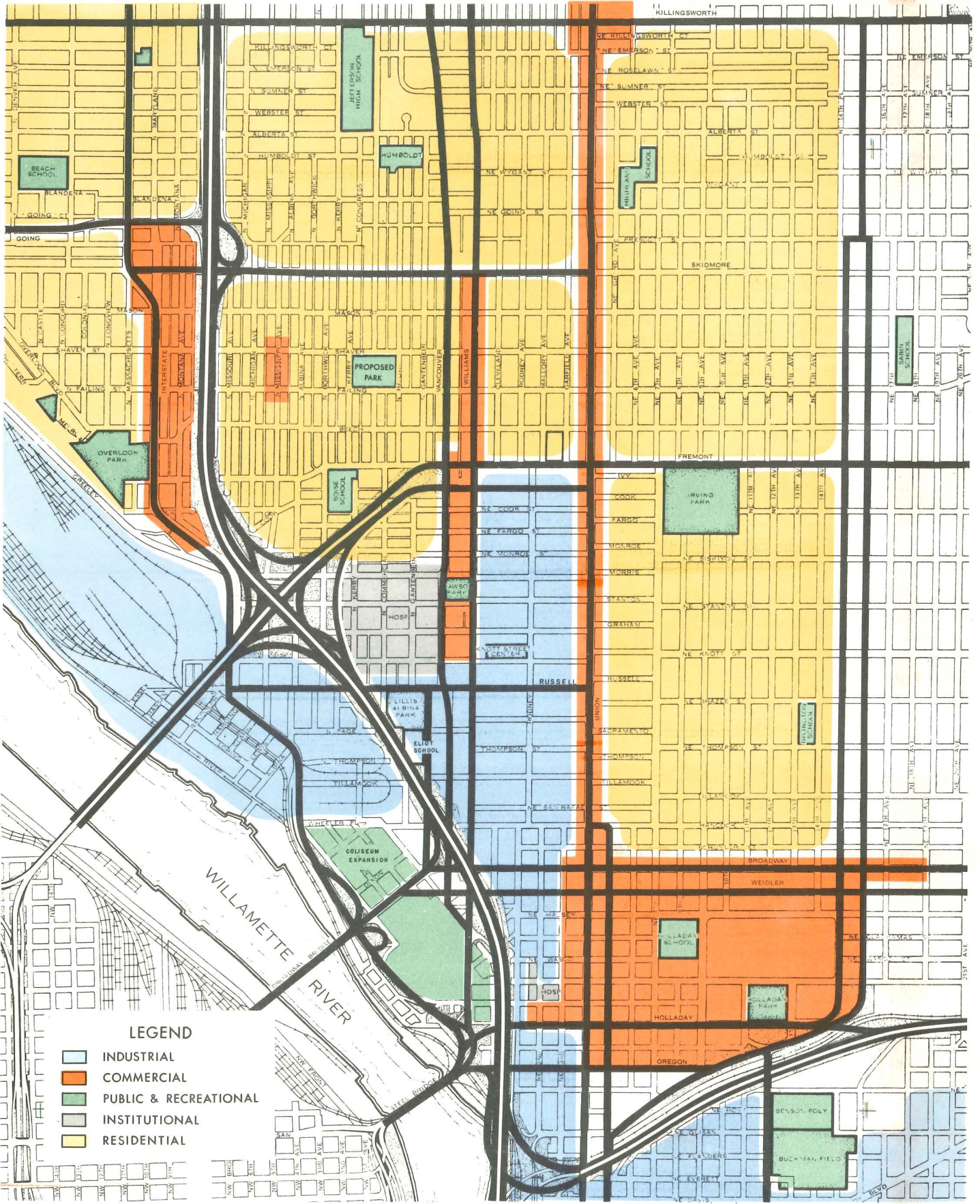
ELEMENTS OF THE PLAN

The plan proposed for the Central Albina Area and portions of the adjoining Study Area is shown on Plate 6. Following the line of reasoning developed above, the bulk of the Central Albina Area is proposed for industrial development. The total area east of the freeway, suggested for industrial use, contains, exclusive of streets, 123 acres. Although impossible to predict with any degree of accuracy what such an area, fully developed, could mean to the economy of Portland, if the present city-wide industrial averages were to be applied, 123 acres of industrial property could provide space for 64 separate firms employing a total of 2,200 people and having an annual payroll of some \$14,000,000.

North of Knott Street and west of Williams Avenue, however, industrial development is not being proposed on the plan. This relatively traffic free island, bounded by these streets and the freeway interchange, is being proposed for basically hospital and hospital-oriented activities. The nearly nine square blocks that represent the long range hospital acquisition plans are indicated on the plan.

Immediately to the north of this is an area proposed for multiple family housing. To the east, between Williams and Vancouver Avenues from Knott Street north to Fremont Street, is a tier of blocks well suited to both hospital-oriented businesses, such as medical offices, clinics, pharmacies, medical equipment suppliers, and, of course, other businesses of a more general nature separating the hospital-housing complex from the industrial land to the east, while providing at the same time a necessary functional adjunct to the hospital complex.

The multiple family housing area occupies a position most convenient to the hospital itself and to the adjoining commercial



LEGEND

- INDUSTRIAL
- COMMERCIAL
- PUBLIC & RECREATIONAL
- INSTITUTIONAL
- RESIDENTIAL

DEVELOPMENT PLAN

CENTRAL ALBINA STUDY

PLATE



PORTLAND CITY PLANNING COMMISSION

facilities, as well as being located almost adjacent to Boise School. The area is separated from Boise School by the freeway ramp. However, access will be available beneath the ramps for safe communication between home and school. It is further suggested that this multiple housing area be extended on the northerly side of the freeway ramps to include all of the land south of Fremont Street in the vicinity of Boise School.

Boise School has a capacity of 984 pupils, and had an average daily membership of 906 in 1961-62. If the attendance district boundaries were to be realigned to conform with the neighborhood pattern proposed on Plate 6, the membership would be some 520 today and about 620 at full development of the area. Consequently, Boise School is well able to serve the proposed pattern.

Eliot School would continue to serve the bulk of the Central Albina Area during the transition period between present development and full industrial utilization of the area designated. At that time, Eliot School, always badly located as a school, and never fully used, can cease to function and can perhaps be sold for other uses.

ACHIEVING THE PLAN

In order to achieve such sweeping changes, no matter how clear cut or desirable they may be, obviously requires far more than merely the adoption of a paper plan. At least three tools appear to be available to assist in the accomplishment of the plan goals. Public capital expenditures must be coordinated so that any developments within the area are in keeping with the long range objectives. The zoning pattern in the Central Albina Area can be utilized to encourage suitable private development. Urban renewal can be utilized to remove the existing blight and prepare land for the re-use market. The three must, of course, all be brought into play; however, urban renewal is obviously the most powerful force available. Public improvement coordination and zoning can serve to avoid or deter developments in actual conflict with the long term goals, but cannot actively promote their achievement. Urban renewal, on the other hand, offers a positive action tool.

Although the present state of deterioration and the probable market for industrial land make central Albina appear extremely appropriate for urban renewal, certain cautiousness should be emphasized.

In the first place, central Albina is a large area. Between Fremont Street and Broadway, from Union Avenue to the freeway, is nearly one-half square mile of land, of which approximately 190 acres,

including street areas, is being proposed for future industrial development. Despite the fact that a relatively firm industrial market appears to exist, the rate of absorption of land would appear to be such that a considerable span of years would be required to put such a large area into productive use. Consequently, the preparation of land for the market should undoubtedly be staged over a period of quite a few years rather than being attempted as one large scale project.

Secondly, the problems of rehousing displaced persons from this area are of considerable magnitude. As noted previously, central Albina contains a very large population of low income families and contains a minority racial concentration. Consequently, the problem of finding or constructing sanitary, adequate, low rental housing for displaced persons must be solved along with the redevelopment of land. This factor also suggests the desirability of staging renewal in this area over a period of several years.

Third, although there is little question of need for renewal in central Albina, there is little actual knowledge of what need exists in other portions of the city to allow a valid judgment as to whether the focus of public effort at this location would be in fact a top priority item. The Community Renewal Program, which is expected to be initiated about the first of the year (1963), will provide the necessary framework for such a judgment. The proper solution, then, to the problem of achieving a plan for central Albina appears to be the development of a General Neighborhood Renewal Program, an urban renewal program, which allows the planning of a large renewal area in one unified scheme, but allows the staging of the actual renewal process over a period of up to ten years. Furthermore, the timing of the actual initiation of such a GNRP should be determined with respect to the overall city needs as developed by the Community Renewal Program. It is therefore suggested that a two to three year period must be anticipated before a GNRP could be initiated, and very likely as much as fifteen years before it could be completed.

In the interim period until a General Neighborhood Renewal Program can be initiated, it is suggested that the general development plan, shown on Plate 6, be adopted as a guide for future development. However, it is not recommended that any general changes in the zoning pattern be effected at this time, but that the Planning Commission develop a policy of favorable action in any petitions or changes in zone, in accordance with the plan.

It would appear to be desirable, within the hospital expansion area and the adjoining apartment district, to consider a general revision of the street pattern. Unlike the industrial area with its long, relatively deep blocks, the blocks here are more nearly square.

There is a greater proportion of the gross area in street rights-of-way and topographic considerations and the alignment of the freeway and its ramps all make the present gridiron street pattern functionally obsolete. Vacation and replatting of streets within this island would allow the development of a designed and integrated apartment house area, and possibly a hospital campus. This could be accomplished only through Urban Renewal. Any major capital expenditures for new construction in this area should be carefully considered to avoid thwarting such an eventuality.

In most of the Central Albina Area, proposed for eventual industrial development, the existing street pattern provides blocks of a larger than average size which allow the possibility of assembly of land parcels of adequate size for industrial purposes. However, nearly all of the east-west streets are approximately 51 feet in width. Certainly, 60 feet must be considered to be the practical minimum for any industrial access street. Therefore, if this policy is adopted, it will assure the review of access requirements at the time of granting any change in zone and allow the public to acquire any necessary additional rights-of-way. Consequently, industrial development, which may take place prior to any concerted renewal action, could be kept in keeping with the eventual requirements of the area.

Caution must be exercised to assure that any public capital expenditures within the area result in developments in keeping with the long term goals. In this category would be such possible developments as additions to school or recreation facilities of other than temporary nature that would be designed to serve a residential community that would, in the foreseeable future, no longer exist.

PUBLIC HOUSING

The proposal by the Housing Authority of Portland to construct a 58-unit public housing development at N. Rodney and Knott Streets appears at first inspection to have considerable merit. Nevertheless, the long range future of the Central Albina Area, as discussed at length above, leads to the inevitable conclusion that the proposed location is inappropriate for any construction of housing, designed for a life span of more than, perhaps, fifteen years. It appears obvious that without public assistance, the Central Albina Area can only continue to deteriorate, and if urban renewal action should be brought into play, a plan such as that proposed on Plate 6 represents a reasonable and desirable future re-use of land and such a use-pattern, in turn, renders the proposed location undesirable.

Although it cannot be agreed that the proposed site at Knott Street and Rodney Avenue is an appropriate location, the Planning Commission is prepared to assist the Housing Authority in a search for an adequate site within areas having a long term future as residential neighborhoods.

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