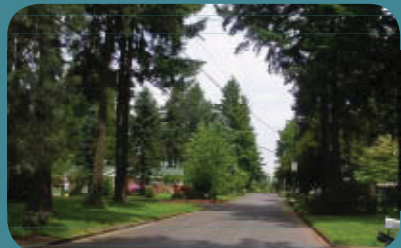
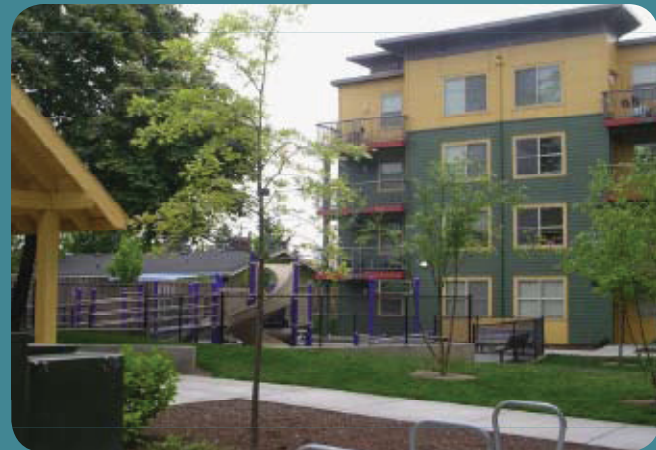


East Portland

REVIEW

An overview of development, change, and livability issues affecting Portland's eastern neighborhoods



November 2007


CITY OF PORTLAND
BUREAU OF
PLANNING



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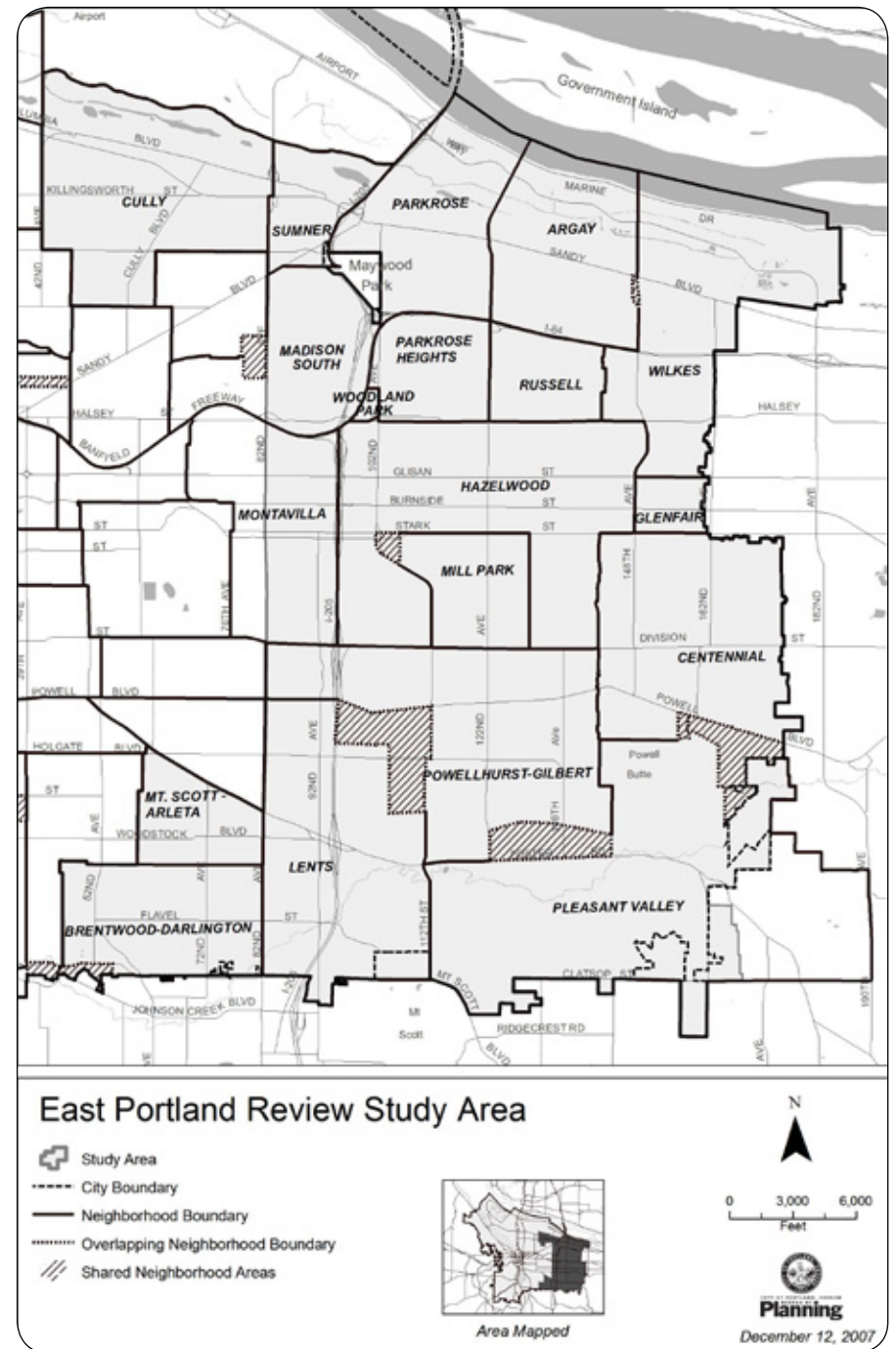
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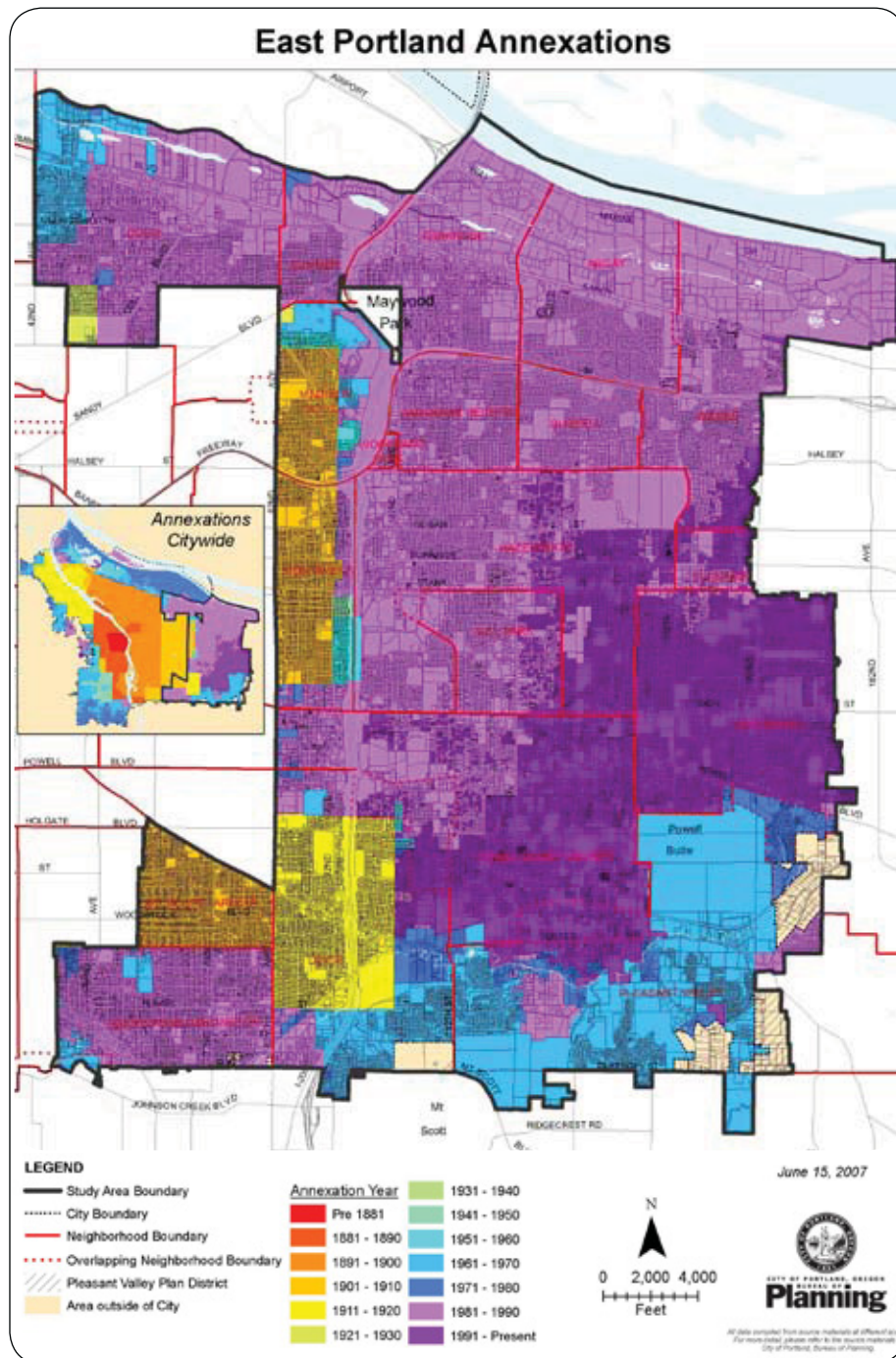
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1. Introduction

The East Portland Review explores community change and infill development issues and their relationship to livability and viability. The study is intended to inform potential changes in land development policy/regulation, public services, and other community development-related activities. The study provides information on demographics and development in the East Portland area; identifies issues and concerns of community members and stakeholders; and identifies key planning and implementation projects that address issues.

Portions of outer East Portland have experienced significant change over the past 20 years, due to a combination of changing market forces and City policies. Areas have been planned for increased urban development intensity through application of City zoning designations. However, many parts of the areas were annexed to the City without complete urban infrastructure. Development has resulted in incremental creation of new infrastructure, but it also places a greater burden on some existing facilities. New residential infill development provides housing for a variety of income levels, but is sometimes perceived by community members as incompatible with existing neighborhoods. New commercial development and services for the growing population has been limited. Overall, there is a need to assess growth and change in outer East Portland, and evaluate future needs.





1a. Study Area

The East Portland Review covers a broad area in the eastern portion of Portland, Oregon. The total area is approximately 39 square miles. While the study area covers a number of distinctly different neighborhoods with varying needs, they share some commonalities. Generally, the areas comprise a part of Portland that was annexed from Multnomah County in the recent past. They share some common development and infrastructure issues.

The study area encompasses the following neighborhoods: Argay; Brentwood/Darlington; Centennial; Cully; Glenfair; Hazelwood; Lents; Mill Park; Mt. Scott-Arleta; Parkrose; Parkrose Heights; Pleasant Valley; Powellhurst-Gilbert; Russell; Sumner; Wilkes; and Woodland Park. The study area also covers portions of the Madison South and Montavilla neighborhoods.

1b. History and Form

Much of the study area has been in transition from a rural to an urban pattern since the early 1900s. It has a different background and development pattern than "inner" Portland neighborhoods, which were developed around a system of streetcar lines in the late nineteenth and early twentieth centuries. Much of the study area was urbanized after World War II and developed to be accessed primarily by the automobile. This has created a development pattern that is largely oriented to and dependent on the automobile for access to housing, shopping and jobs.

As Portland grew eastward in the early 1900s, the Parkrose Community established itself early-on as a relatively isolated farm market center. With relatively flat terrain, much of the remaining area south of today's Sandy Boulevard developed in residential use, with commercial development occurring in nodes along major arterial streets. Some of the development around older established areas such as Parkrose and Lents was built prior to 1950. However, the majority of development has been built since 1950, and is suburban in character. Residential areas include several large subdivisions with a relatively similar building quality, age, and style. There are also many residential areas that are not developed in a consistent manner. Many of these areas have a semi-rural character, with lots and dwellings that vary widely in age, size, and style. In both cases, many were developed with a cul-de-sac or disconnected street pattern and often do not include sidewalks, curbs or other features found in inner Portland neighborhoods.

Development of the area increased with construction of the Banfield Freeway (Interstate 84) in the 1960s and I-205 in the 1970s. In addition to residential development, the area saw the development of regional and community shopping centers at Gateway (Halsey and 102nd Avenue), Mall 205 (Washington at 102nd Avenue), and along arterial roadways such as 122nd Avenue, Halsey, Stark and Division. With some exceptions, much of the commercial development has taken on a nodal character focused at key crossroads and has been developed as multi-tenant centers located on large lots.

The southern portion of the study area, generally adjacent to and south of Johnson Creek, has different topography and natural features than the relatively flat areas to the north. Subject to flooding in some areas, and steep, wooded slopes in others, development in the southern portion of the area is generally the most recent. Similarly, the area north of NE Sandy Boulevard was subject to inundation in areas, and has more recently been developed with employment and industrial uses.

1c. Annexation

The study area is one of the most recent areas to be incorporated in the City of Portland. With a few notable exceptions, prior to the 1980s, much of the area was in unincorporated Multnomah County; it was commonly referred to as the "Mid-County" area. The general exceptions to this are: 1) the Lents community, which is a center of community commercial activity and has been part of incorporated Portland since the early 20th Century; and 2) the Mt. Scott/Arleta, Montavilla and Madison South neighborhoods, which have been incorporated in the City of Portland since the 1920s.

Portland's annexation of the greater study area began in about 1983 and continued through the mid-1990s. The area is now in the jurisdiction of Portland, although some small pockets remain in unincorporated Multnomah County. In the early 1980s an Urban Planning Area Agreement between Portland and Multnomah County was developed. During the same period, Multnomah County passed Resolution A, which declared

an interest in discontinuing provision of urban services, and the City of Portland developed an Urban Services Policy spelling out its service scope and approach. Not long after, urban services boundaries were negotiated between Portland, Gresham, and Multnomah County. Once an urban services boundary was established, the annexation areas of the jurisdictions were determined.

The establishment of a policy and boundary for urban service delivery provided guidance for the cities of Portland and Gresham to proceed to remedy health hazards in East Portland due to widespread use of cesspools for on-site sewage treatment in the area. The Mid-County Sewer Project was initiated to address this issue, and most of the East District is now served with sanitary sewer service.

1d. Other Features

The study area is served by five school districts: Parkrose, David Douglas, Centennial, Reynolds and Portland Public. Only limited areas on the western edges of the study area are served by Portland Public Schools. Also, portions of the district are served by the Rockwood Peoples' Utility District. In the past the area had been served by Powell Valley Water District and the Hazelwood Water District, but these areas are now served by the Portland Water Bureau.

2. Demographics

This section contains information on the characteristics of the people that live within the East Portland Review Study area. The information in this chapter is presented in a tabular and graphic format that illustrates the demographic trends in the area. In most cases, information is presented for the entire study area. In some cases, facts or trends for specific areas or neighborhoods may be noted where they are of great significance or deviate substantially from larger trends. The data used in this report is from ESRI Business Analyst which uses information from the US Census Bureau for the years 1990 and 2000 and models for the 2011 forecasts.

Note that data for overlapping neighborhood boundary areas (e.g., Lents/Powellhurst-Gilbert, or Hazelwood/Mill Park) is not included in individual neighborhood totals, but is included in the study area total. Therefore, neighborhood totals do not add up to study area totals.

2a. Population

The total population in the study area increased from 155,119 in 1990 to 180,882 in 2000, a 16.6% increase. During the same period, the city of Portland grew from 486,600 to 529,121, an increase of 8.7%. Forecasts indicate that the population of the study area will increase to 191,694 in 2006 and 199,416 in 2011 (a 10.2% increase from 2000). Table 2.1 shows the population and projections for each neighborhood area.

The study area has experienced significant population growth and is becoming increasingly racially diverse.

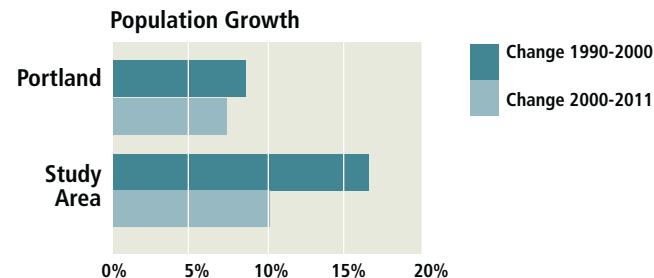


Table 2.1 Population by Neighborhood Area

NEIGHBORHOOD	1990	2000	2011*	Change 1990-2000	Change 2000-2011*
ARGAY	5178	5788	5846	11.8%	1.0%
BRENTWOOD-DARLINGTON	10514	11499	12194	9.4%	6.0%
CENTENNIAL	18011	20218	21367	12.3%	5.7%
CULLY	11043	12968	13545	17.4%	4.4%
GLENFAIR	1959	2632	2956	34.4%	12.3%
HAZELWOOD	17049	19916	23332	16.8%	17.2%
LENTS	13022	15830	17236	21.6%	8.9%
MADISON SOUTH	6149	6989	7313	13.7%	4.6%
MILL PARK	5562	6826	7644	22.7%	12.0%
MONTAVILLA	14971	15980	16924	6.7%	5.9%
MT. SCOTT-ARLETA	6966	7267	7409	4.3%	2.0%
PARKROSE	5074	6049	6265	19.2%	3.6%
PARKROSE HEIGHTS	5437	6093	6185	12.1%	1.5%
PLEASANT VALLEY	4032	5548	7661	37.6%	38.1%
POWELLHURS-GLBT	14758	18542	22714	25.6%	22.5%
RUSSELL	3136	3171	3189	1.1%	0.6%
SUMNER	1909	2099	2124	10.0%	1.2%
WILKES	5944	7732	8804	30.1%	13.9%
WOODLAND PARK	247	302	308	22.3%	2.0%
Study Area	155,119	180,882	199,416	16.6%	10.2%
CITY OF PORTLAND	486,600	529,121	568,509	8.7%	7.4%

Source: ESRI Business Analysis 2006

* Forecast

2b. Racial and Ethnic Diversity

The study area is becoming more ethnically and racially diverse, and is becoming increasingly diverse compared to Portland overall. As a measure of this, in 1990, 12.4% of the population in the study areas was non-white compared to 17% citywide. The non-white percentage of study area population increased to 23.6% of the population by 2000, while the citywide figure was 22%. By 2011, the percentage of the non-white population in the study area is expected to rise to 30%, while the citywide figure is estimated to be 27%.

Racial diversity, by neighborhoods, as expressed by percentage of non-white population, is shown in Table 2.2

Hispanic Population

As with racial diversity, the percentage of people of Hispanic origin is increasing in the study area over time, and at a higher percentage than citywide. The Hispanic population comprised 3.2% of the study area and citywide population in 1990. By 2000, the study area Hispanic population had grown to 9.0%, while the citywide figure was 6.8%. By 2011, the study area figure is expected to be 13.6%, with 10.6% citywide. As shown in Table 2.3, some neighborhoods are expected to have a significantly larger than average Hispanic population by 2011.

2c. Age of Population

The study area has a higher percentage of children and seniors than Portland overall. The percentage of the population 65 years old and older is expected to decline slightly over time, and the percentage of population aged 19 or younger is expected to remain relatively constant. See Table 2.4.

While the percentage of residents aged 19 and younger is expected to remain relatively stable, the actual number of this largely

Table 2.2
Racial Diversity by Neighborhood (Non-White:White)

Neighborhood	1990	2000	2011*
ARGAY	15%	30%	37%
BRENTWOOD-DARLINGTON	11%	21%	28%
CENTENNIAL	9%	20%	26%
CULLY	20%	40%	47%
GLENFAIR	11%	30%	38%
HAZELWOOD	12%	22%	29%
LENTS	11%	24%	31%
MADISON SOUTH	18%	31%	38%
MILL PARK	10%	21%	27%
MONTAVILLA	15%	24%	31%
MT. SCOTT-ARLETA	14%	20%	25%
PARKROSE	15%	28%	35%
PARKROSE HEIGHTS	10%	20%	26%
PLEASANT VALLEY	8%	14%	17%
POWELLHURST-GLBT	11%	22%	29%
RUSSELL	8%	15%	20%
SUMNER	10%	21%	27%
WILKES	10%	22%	29%
WOODLAND PARK	10%	19%	24%
Study Area	12%	24%	30%
CITY OF PORTLAND	17%	22%	27%

Source: ESRI Business Analysis 2006
* Forecast

Table 2.3
Proportion of Hispanic Population

Neighborhood	2000	2011*
BRENTWOOD-DARLINGTON	8.9%	14.1%
LENTS	9.9%	14.7%
CENTENNIAL	9.7%	15.1%
ARGAY	10.8%	15.9%
LENTS/POWELLHURST GILBERT	12.8%	19.8%
CULLY	20.2%	27.7%
GLENFAIR	23.4%	33.9%

Source: ESRI Business Analysis 2006
* Forecast

school-age cohort is growing. The cohort grew from 41,931 in 1990 to 50,464 in 2000, an increase of 20.4%. The population cohort is anticipated to grow to 53,283 by 2011, an increase of about 5.58%. However, some neighborhood areas are expected to grow more substantially while others may remain stable or lose population.

Table 2.5 shows projected change in the population 19 years or younger by neighborhood.

Table 2.4
Age of Population

Area	1990			2000			2011*		
	0-19	20-64	65+	0-19	20-64	65+	0-19	20-64	65+
Study Area	27.0%	58.5%	14.5%	27.9%	59.0%	13.1%	26.7%	61.1%	12.2%
PORTLAND	24.9%	60.7%	14.4%	23.7%	64.7%	11.6%	22.1%	66.5%	11.4%

Source: ESRI Business Analysis 2006

* Forecast

Table 2.5
Population 19 Years or Younger by Neighborhood

NEIGHBORHOOD	1990	2000	2011+ Projected	Projected % Change 2000-2011	Projected % Change 2000-2011
ARGAY	1108	1418	1282	-136	-9.59%
RUSSELL	691	797	734	-63	-7.90%
PARKROSE	1275	1509	1423	-86	-5.70%
MT. SCOTT-ARLETA	1929	1955	1887	-68	-3.48%
MADISON SOUTH	1647	1884	1832	-52	-2.76%
CENTENNIAL	5308	6169	6107	-62	-1.01%
CULLY	3179	3758	3777	19	0.51%
PARKROSE HEIGHTS	1298	1582	1608	26	1.64%
MONTAVILLA	3846	4099	4191	92	2.24%
BRENTWOOD-DARLINGTON	3091	3240	3333	93	2.87%
LENTS	3887	4754	4966	212	4.46%
SUMNER	474	552	577	25	4.53%
MILL PARK	1484	1980	2088	108	5.45%
WOODLAND PARK	50	69	76	7	10.14%
POWELLHURST-GILBERT	4408	5846	6734	888	15.19%
HAZELWOOD	4027	5193	5987	794	15.29%
WILKES	1323	1734	2019	285	16.44%
GLENFAIR	578	825	965	140	16.97%
PLEASANT VALLEY	1171	1576	1968	392	24.87%
Study Area	41,931	50,464	53,283	2,819	5.59%
CITY OF PORTLAND	120,961	125,561	125,889	328	0.26%

Source: ESRI Business Analysis 2006
* Forecast

2d. Household Size

Households in the study area tend to be larger than households in Portland on average. In the year 2000 average household size in study area neighborhoods was, with one exception, equal to or above the Portland average. In most neighborhoods average household size grew between 1990 and 2000. The average household size for all neighborhoods is expected to grow again between 2000 and 2011, and the average exceeds the citywide average. See Table 2.6 for details.

2e. Household Income

Median household income for residents of some East Portland neighborhoods exceeds the Portland average, while other neighborhoods have lower median incomes. However, the overall trend for household income in the study area shows a decline in the number of neighborhoods meeting or exceeding the citywide median. In 1990, nine neighborhoods had median household incomes above the Portland average. By 2000, the number had declined to eight. By 2011, fewer study area neighborhoods are expected to have median household incomes at or above the citywide figure. See Table 2.7 for details.

Table 2.6
Household Size

NEIGHBORHOOD	1990	2000	2011*	Change 1990-2000	Change 2000-2011
ARGAY	2.39	2.39	2.42	0.00%	1.26%
BRENTWOOD/DARLINGTON	2.59	2.65	2.67	2.32%	0.75%
CENTENNIAL	2.64	2.77	2.81	4.92%	1.44%
CULLY	2.44	2.69	2.76	10.25%	2.60%
GLENFAIR	2.40	2.53	2.58	5.42%	1.98%
HAZELWOOD	2.42	2.53	2.56	4.55%	1.19%
LENTS	2.56	2.68	2.71	4.69%	1.12%
MADISON SOUTH	2.53	2.63	2.66	3.95%	1.14%
MILL PARK	2.38	2.61	2.65	9.66%	1.53%
MONTAVILLA	2.43	2.52	2.55	3.70%	1.19%
MT. SCOTT-ARLETA	2.45	2.49	2.51	1.63%	0.80%
PARKROSE	2.42	2.50	2.53	3.31%	1.20%
PARKROSE HEIGHTS	2.34	2.51	2.55	7.26%	1.59%
PLEASANT VALLEY	2.79	2.76	2.78	-1.08%	0.72%
POWELLHURS-GLBT	2.59	2.81	2.86	8.49%	1.78%
RUSSELL	2.61	2.65	2.66	1.53%	0.38%
SUMNER	2.40	2.51	2.54	4.58%	1.20%
WILKES	2.34	2.32	2.36	-0.85%	1.72%
WOODLAND PARK	2.30	2.54	2.61	10.43%	2.76%
CITY OF PORTLAND	2.30	2.30	2.30		

Source: ESRI Business Analysis 2006

* Forecast

Table 2.7
Median Income as a Percentage of Portland Median

NEIGHBORHOOD	1990 Median %	2000 Median %	2011* Median %
ARGAY	139%	101%	95%
BRENTWOOD/DARLINGTON	89%	89%	89%
CENTENNIAL	109%	97%	97%
CULLY	84%	90%	93%
GLENFAIR	80%	74%	67%
HAZELWOOD	107%	94%	96%
LENTS	89%	88%	84%
MADISON SOUTH	114%	107%	109%
MILL PARK	95%	81%	82%
MONTAVILLA	98%	96%	98%
MT. SCOTT-ARLETA	87%	89%	89%
PARKROSE	95%	89%	90%
PARKROSE HEIGHTS	107%	100%	99%
PLEASANT VALLEY	158%	140%	134%
POWELLHURS-GLBT	96%	93%	95%
RUSSELL	132%	120%	117%
SUMNER	100%	102%	103%
WILKES	131%	101%	96%
WOODLAND PARK	90%	98%	91%
CITY OF PORTLAND	\$25,812	\$40,150	\$60,400

Source: ESRI Business Analysis 2006

* Forecast

2f. Housing Tenure

In 1990, the majority of units in most study area neighborhoods were owner occupied. A notable exception was Glenfair, which had a significant majority of rental units. Some neighborhoods saw an increase in the proportion of renter occupied units between 1990 and 2000. This may be attributed to construction of multi-dwelling housing units in some locations (Gateway area, MAX stations, Parkrose), and due to conversion of existing owner-occupied housing to renter-occupied units (Argay, Parkrose). Glenfair increased its renter-occupied proportion to 76%, which reflects the fact that the neighborhood encompasses a light rail station where redevelopment is occurring at higher density. The estimates for 2011 show a general stabilization of owner- vs renter-occupied proportions. Overall, most study area neighborhoods are forecast to increase in owner occupied units over time. See Table 2.8.

2g. Educational Attainment

Educational attainment levels in many study area neighborhoods are not as high as Portland overall. However, comparison of 1990 and 2000 figures indicates that there is a general increase in educational attainment in study area neighborhoods overall, as reflected in the figure for those with "some college" or with a Bachelors degree or post graduate education.

High School or Less: Almost all neighborhoods in the East Portland Study area have a high percentage of the population with an education level of high school or less when compared to the City of Portland.

Some College: This classification includes those who have completed an Associates Degree or less. In 1990, roughly two-thirds of study-area neighborhoods exceeded the citywide average figure. In 2000, the number of study area neighborhoods exceeding the citywide average increased.

Bachelor or Post Graduate: In 1990 only the Argay and Russell neighborhoods had populations with a higher percentage of Bachelors or post graduate degrees, compared to Portland overall. By 2000, no neighborhoods in the study area exceeded the citywide percentage, although many neighborhoods increased in the percentage of population with this level of education over the 1990 levels.

Table 2.9 shows educational attainment by neighborhood.

**Table 2.8
Housing Tenure**

NEIGHBORHOOD	1990		2000		2011*	
	Own	Rent	Own	Rent	Own	Rent
ARGAY	68%	32%	59%	41%	59%	41%
BRENTWOOD-DARLINGTON	61%	39%	68%	32%	69%	31%
CENTENNIAL	63%	37%	64%	36%	66%	34%
CULLY	58%	42%	62%	38%	63%	37%
GLENFAIR	30%	70%	24%	76%	23%	77%
HAZELWOOD	60%	40%	56%	44%	59%	41%
LENTS	53%	47%	56%	44%	59%	41%
MADISON SOUTH	64%	36%	62%	38%	65%	35%
MILL PARK	60%	40%	58%	42%	61%	39%
MONTAVILLA	56%	44%	60%	40%	63%	37%
MT. SCOTT-ARLETA	53%	47%	59%	41%	62%	38%
PARKROSE	50%	50%	49%	51%	52%	48%
PARKROSE HEIGHTS	62%	38%	63%	37%	66%	34%
PLEASANT VALLEY	86%	14%	84%	16%	85%	15%
POWELLHURS-GLBT	55%	45%	58%	42%	60%	40%
RUSSELL	85%	15%	88%	12%	89%	11%
SUMNER	73%	27%	79%	21%	81%	19%
WILKES	73%	27%	75%	25%	76%	24%
WOODLAND PARK	50%	50%	51%	49%	54%	46%
CITY OF PORTLAND	54%	46%	56%	44%	57%	43%

Source: ESRI Business Analysis 2006

* Forecast

**Table 2.9
Educational Attainment**

NEIGHBORHOOD	% High School or less		Some College		% Bachelor or post graduate	
	1990	2000	1990	2000	1990	2000
ARGAY	38%	40%	35%	36%	27%	24%
BRENTWOOD-DARLINGTON	64%	61%	30%	31%	7%	8%
CENTENNIAL	56%	53%	34%	35%	10%	11%
CULLY	56%	53%	31%	31%	12%	16%
GLENFAIR	56%	50%	36%	32%	8%	17%
HAZELWOOD	52%	52%	32%	31%	16%	17%
HAZELWOOD/MILL PARK	48%	42%	35%	35%	17%	23%
LENTS	62%	56%	29%	33%	8%	11%
MADISON SOUTH	44%	47%	35%	34%	21%	19%
MILL PARK	54%	53%	34%	32%	12%	14%
MONTAVILLA	51%	43%	37%	35%	13%	21%
MT. SCOTT-ARLETA	61%	50%	31%	36%	8%	14%
PARKROSE	55%	52%	34%	34%	11%	14%
PARKROSE HEIGHTS	51%	49%	35%	32%	14%	18%
PLEASANT VALLEY	44%	37%	35%	39%	20%	24%
POWELLHURS-GLBT	62%	60%	29%	30%	9%	10%
RUSSELL	39%	38%	36%	43%	25%	19%
SUMNER	55%	55%	34%	35%	11%	10%
WILKES	41%	43%	35%	37%	23%	20%
WOODLAND PARK	50%	47%	33%	34%	17%	18%
CITY OF PORTLAND	43%	37%	32%	31%	24%	32%

Source: ESRI Business Analysis 2006

3. Land Use and Development Trends

This section provides information on plans for the East Portland Review study area, as well as information on land uses and development anticipated by the Portland Comprehensive Plan and Zoning map. The first two parts of this section provide an overview of key planning documents affecting the area and basic facts about zoned uses and acreages. The third part, “Growth, Change and Urban Form,” discusses anticipated areas of stability and change more specifically. The final section addresses development and real estate trends.

3a. Plans for the Study Area

This section provides a brief historical overview of planning efforts in the study area.

Multnomah County Community Planning

Planning for the study area began in a significant way while the areas were in unincorporated Multnomah County. In the late 1970s, Multnomah County undertook community plans for several large areas that are similar in size and location to many of today’s existing neighborhoods. These were: Centennial Plan; Columbia Plan; Cully-Parkrose Plan; Errol Heights Plan; Hazelwood Plan; Powellhurst Plan; Rockwood Plan; and Wilkes Plan. These plans generally include a community and development history for the areas, extensive documentation of existing conditions, and

extensive policies addressing a multiplicity of topics including land use, housing, environment, transportation, and economic and business development. Over time, plans for specific areas were updated or replaced by community plans developed by the City of Portland. The Multnomah County plans acknowledged many of the issues that continue to affect East Portland neighborhoods, including: infrastructure deficiency and transportation system needs, the need to improve the relationships between new development and existing development, the need to improve and address design issues in multi dwelling development, and the need for job creation (and corollary improved tax base).

Light Rail Station Area Planning

The Banfield Light Rail Transit Station Area Planning Program (TSAPP) was undertaken in late 1980 to ensure that public investments in light rail and private investments in station areas were mutually supportive and coordinated. The program was a cooperative project between the Cities of Portland and Gresham, Multnomah County, Tri-Met, Metro, and the Oregon Department of Transportation. Three phases were to be conducted:

1. Goals, policies, data collection and analysis, and station site determinations;
2. Concept plans for each station area; and
3. Detailed development plans for each station area along with implementation and finance strategies. This final phase

was neither funded nor completed.

Cully/Parkrose Plan

The Cully/Parkrose Plan (1986) builds on the Multnomah County plan for the area and sets forth a general policy framework as well as development design guidance for specific plan sub-areas.

Johnson Creek Basin Protection Plan

The purpose of the 1991 Johnson Creek Basin Protection Plan is to identify, evaluate and protect fish and wildlife habitats, ecologically significant natural areas, open space, water bodies, wetlands, and the functional values of the Johnson Creek basin as a whole, and to adopt management recommendations on specific ways to retain and restore natural habitat areas and values. The plan was developed to comply with Oregon State Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces. The protection plan includes adoption of Comprehensive Plan policies and objectives; modification of zoning densities; application of environmental zones; and modification of a plan district that applies to the area. The Johnson Creek plan district is intended to protect natural resources in three ways: limiting housing densities in areas with physical constraints; expanding the plan district requirements to include protection of natural resource and neighborhood values; and protecting or restoring habitat within the resource area as an approval criterion for new development.

Outer Southeast Community Plan

The *Outer Southeast Community Plan* (OSCP), adopted by Portland City Council in 1996, was a large-scale plan developed as part of Portland's Community and Neighborhood Planning Program. It was focused on a large area generally south of NE Halsey Street. The OSCP addresses six policy areas – economic development, transportation, environment, housing, public safety, neighborhood livability, and urban design – and an implementing land use plan map and regulations designed to guide growth and development through 2015.

A major emphasis of the OSCP was developing a regulatory land use framework that managed growth in accordance with the then-underway Metro 2040 Growth Concept, and accommodated Portland's share of expected regional growth. Another

objective of the plan was to provide for a more orderly development pattern in an area where significant growth and development had been occurring.

Key features of the plan include:

- Fostering a pattern of development that can be better served by public transit;
- Protecting natural resources through broader application of environmental zoning overlays;
- Accommodating 14,000 new housing units throughout the plan area;
- Supporting 6,000 additional jobs by allowing more intense use of commercial and employment lands and creating the Gateway Regional Center and Lents Town Center;
- Encouraging building design that creates "eyes on the street" through window and entrance orientations, and by encouraging housing and mixed-use development in commercial areas; and
- Applying design overlay zones in areas such as Gateway and Lents and other pedestrian-oriented design features in transit station areas.

The effort also created several neighborhood plans for the area.

Outer Southeast Business Plan

The Outer Southeast Business Plan was developed with the OSCP, and was also adopted in 1996. The plan features policies and actions aimed at implementing the following vision:

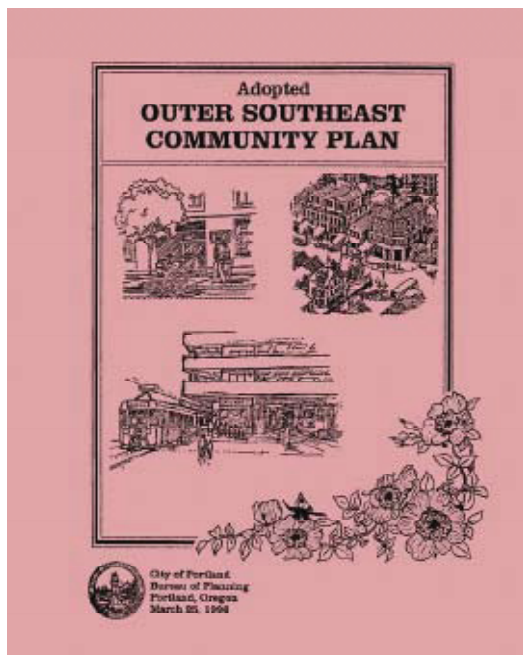
"To raise the standard of living, image and marketability of the outer Southeast Area and improve its livability by:

- Increasing the level of personal income, land values, commercial activity, job creation, investment and governmental activity infrastructure development;*
- Encouraging expansion and revitalization of existing businesses and creating an environment that attracts new businesses;*
- Reducing criminal activity and fear of crime and providing a safe business environment;*
- Revitalizing and improving neighborhoods;*
- Creating an atmosphere where positive academic achievement is encouraged and desired; and*
- Providing a safe, efficient, attractive, full-service transportation system."*

The plan's action chart largely relies on private sector initiative for completion.

Gateway Planning Regulations

The Gateway Planning Regulations project, adopted by City Council in 2004, updated the Comprehensive Plan Map, zoning map, zoning code, and urban design regulations for the Gateway Regional Center which had been adopted in 1996. The project created a special plan district exclusively for the Gateway regional center, and made several changes to the zoning map and regulations affecting the area. The zoning map was "fine tuned" to provide development opportunity at key locations, such as near transit stations and along key corridors. It also changed the development standards in other areas to better respond to the surrounding neighborhood context. Importantly, the project adopted design guidelines specific to the Gateway area.

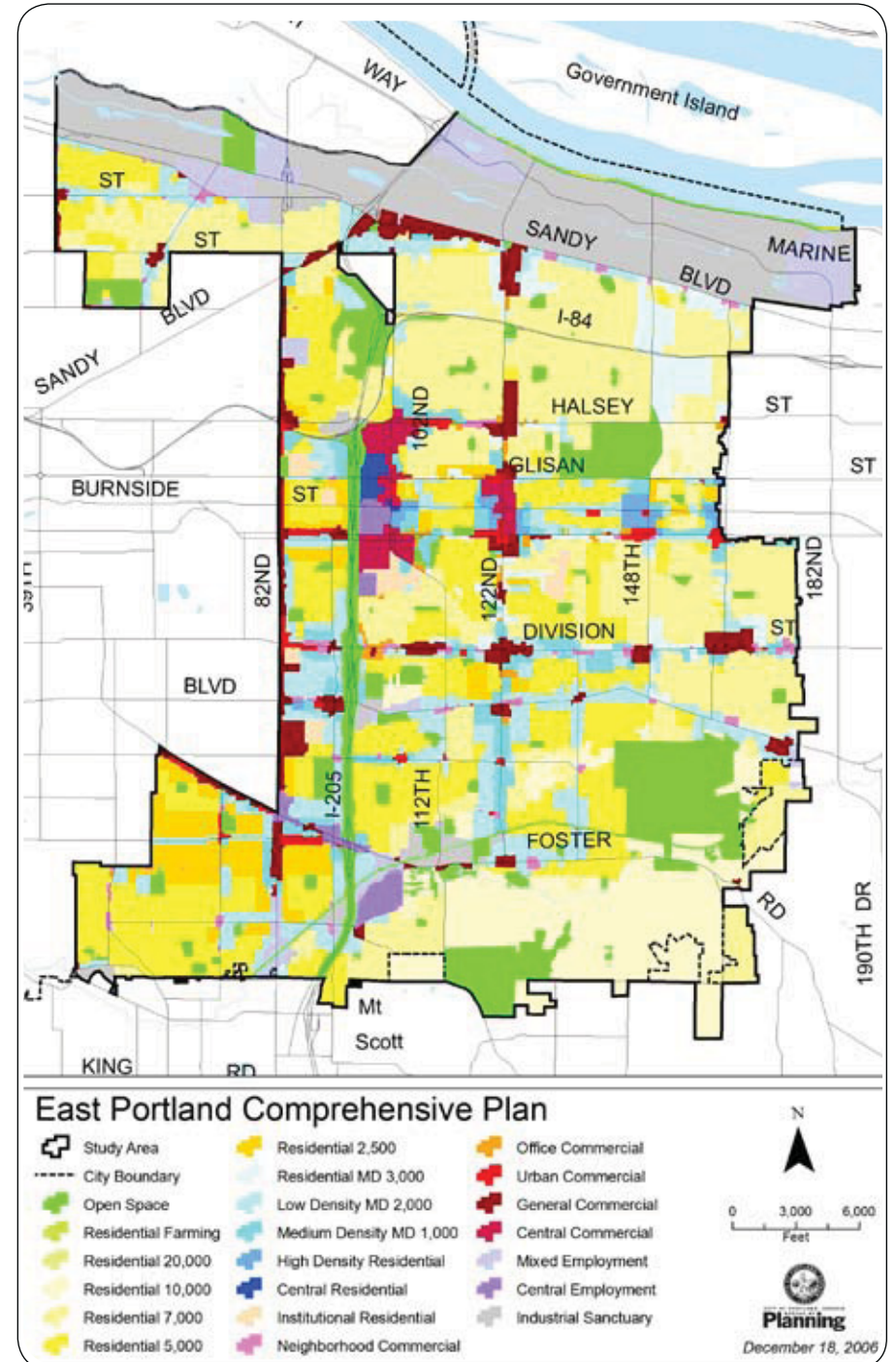


122nd Avenue Station Area Study

The 122nd Avenue Station Area Study, adopted by City Council in 2006, is a refinement to the Outer Southeast Plan for the 122nd Avenue MAX station area. The effort considered policies, land uses, and regulations affecting auto dealers and other large-scale retailers in the area. The study resulted in changes to the Comprehensive Plan, zoning map, zoning code, and design guidelines in the area.

3b. Study Area Zoning

The study area encompasses 24,904 acres, or 39 square miles. The dominant land use in the study area is residential, with over 70 percent of land area zoned for this use. As shown on the accompanying Comprehensive Plan map and in Tables 3.1 and 3.2, the study area contains a relatively large share of the residential single-dwelling and multi-dwelling zoned land in Portland, and a relatively small share of the land zoned for industrial use.



The study area has limited area dedicated for employment and industrial uses and open space, while accommodating a fairly large amount of housing.

Table 3.1
Zoning Composition

Zone	East Acres	Portland Acres	% of Portland Total
Commercial	1,544	6,220	24.8%
Employment	793	2,864	27.7%
Industrial	2,878	18,715	15.4%
Residential Multi-dwelling	3,641	8,401	43.8%
Residential Single-dwelling	13,151	41,502	31.9%
Open Space	2,697	16,794	16.1%
Other	200	655	30.5%
TOTAL	24,904	95,151	28.8%

Source: Portland Bureau of Planning (2007)

Table 3.2
Category Composition by Acre

Zone	East	Portland
Commercial	6.2%	6.5%
Employment	3.2%	3.0%
Industrial	11.6%	19.7%
Residential Multi-dwelling	15.4%	9.5%
Residential Single dwelling	52.8%	43.6%
Open Space	10.8%	17.7%
TOTAL	100%	100%

Source: Portland Bureau of Planning (2007)

3c. Growth, Community Change, and Urban Form

This section discusses the evolution of the East Portland area from rural and suburban unincorporated county into an urbanizing portion of Portland.

The study area includes substantial areas of land within approximately ten miles of the Portland Central Business District. When first developed in the 1940s to 1970s, many of these areas were considered to be at the urban fringe. Land was developed without full urban services such as sanitary sewer, and in many cases without fully improved streets and sidewalks.

Growth of the Portland metropolitan region over the past 15 years has resulted in the need to accommodate additional population in an efficient manner that limits sprawl, and that preserves farm and forest areas and open space. Regional growth management planning in the 1990s culminated in adoption of the Region 2040 Growth Concept. The growth concept manages urban sprawl by directing growth and development into areas that are either equipped with urban infrastructure or features, or to areas where such infrastructure can be made available to accommodate growth.

In inner Portland areas developed prior to World War II, the 2040 plan focused development activity into already developed centers (downtown Portland, Lloyd Center, Hollywood, St. Johns, etc.) and along the city's established "main streets" (Hawthorne, Sandy, Lombard, etc.) where commercial and residential development could be located so

that it serves nearby existing neighborhoods and can be effectively served by transit.

The structure of main streets and centers found in inner Portland does not exist in much of the study area, at least not in a pedestrian-oriented form. The Lents town center area and portions of Sandy Boulevard in Parkrose, both of which began their development in the pre-WWII era, are exceptions to this general rule.

Developed primarily around an auto-oriented transportation system, much of the East Portland study area is low-scale and spread out. For the study area, the model of development which calls for higher intensity development focused into key centers and along main streets and corridors is an "introduction" of a more urban form of development, rather than a reinforcement of the pattern, as it typically is in inner Portland. As such, portions of the East Portland study area have experienced development that can seem out of place, exceeding the height and bulk of much of the existing low-intensity development.

As noted earlier, with some exceptions, the study area is largely built upon a large grid of major arterial streets that are the focus of commercial, industrial, and multi dwelling residential uses, as well as some single dwelling uses on some streets. This results in a pattern of single dwelling neighborhoods that are or will become relative stable in terms of new development, with commercial, multi dwelling, and employment areas located in key areas that will continue to evolve over time.

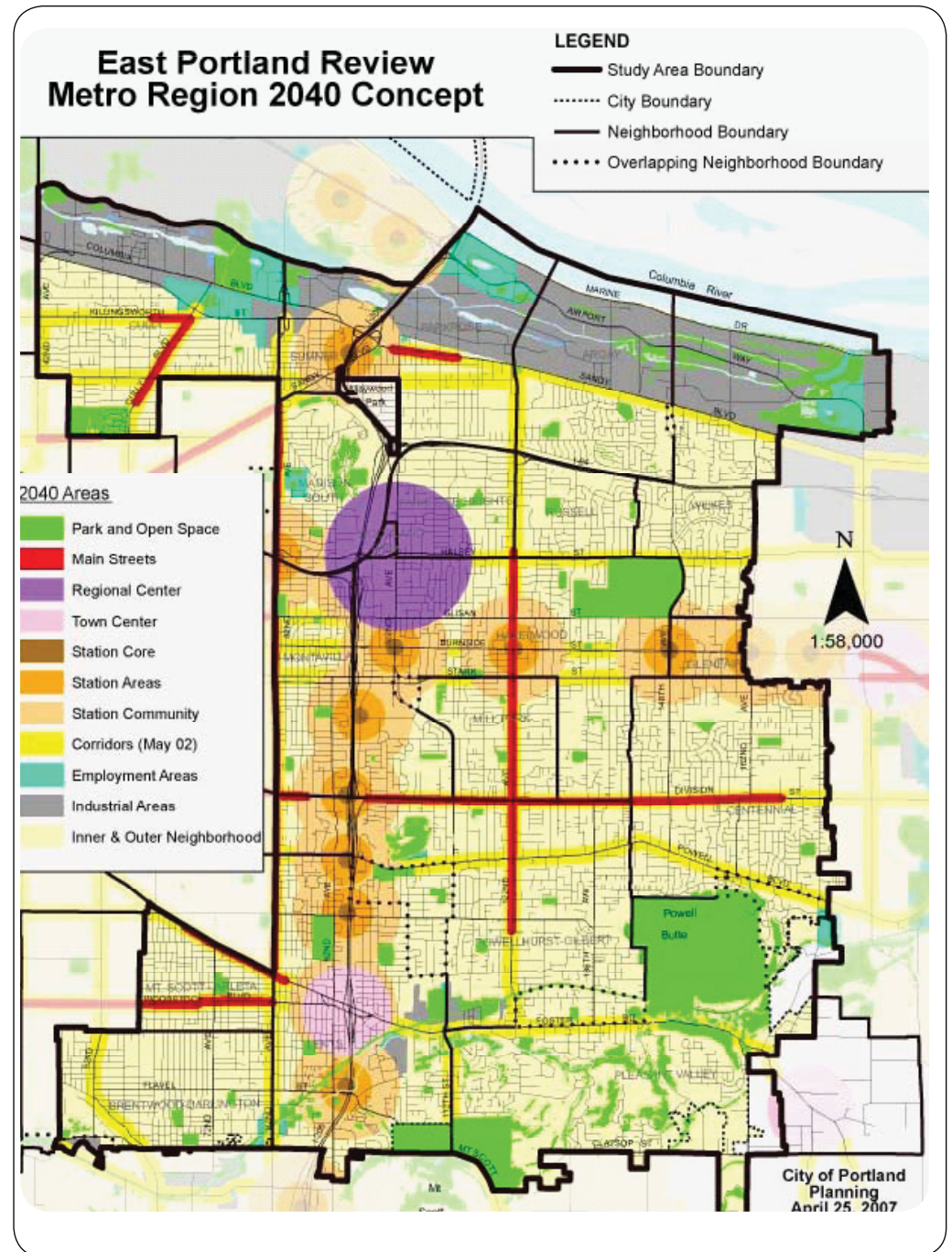
Single-Dwelling Zone Areas – Areas of Relative Stability

Areas zoned for single-dwelling uses (zoned R5, R7, and R10) are anticipated to be areas of relative stability in the study area. However, because much of the study area has, until recently, been somewhat rural and underdeveloped, the level of stability varies among areas. Lot patterns vary widely in the study area because of the somewhat incremental and piecemeal nature of development, with small irregular “additions” being developed over time. This has resulted in a varied pattern with lot sizes that do not conform easily to zoning designations.

There are two basic types of single-dwelling neighborhood areas: established residential neighborhoods and developing residential neighborhoods.

Established Residential Neighborhoods

Established residential neighborhoods are those that were developed as subdivisions with lots that conform to the zoning, or other non-subdivision areas that have a lot size and pattern that preclude substantial land divisions or redevelopment. Single-dwelling lots in these areas are generally less than twice the size of the zoned density, meaning that subdivision of property is generally limited. The development pattern in these areas is, with some exceptions and anomalies, established. However, because of the wide range in lot sizes in proximity to each other in the study area, many of these areas may cover a broader range of existing lot sizes, including lots that are large enough to divide. Because the Portland Zoning Code



allows for a variety of lot sizes, lots that more than twice exceed the maximum density of the zone may still be divided to create additional buildable lots.



This established East Portland neighborhood was developed in the 1960s and features mature vegetation.

Developing Residential Neighborhoods

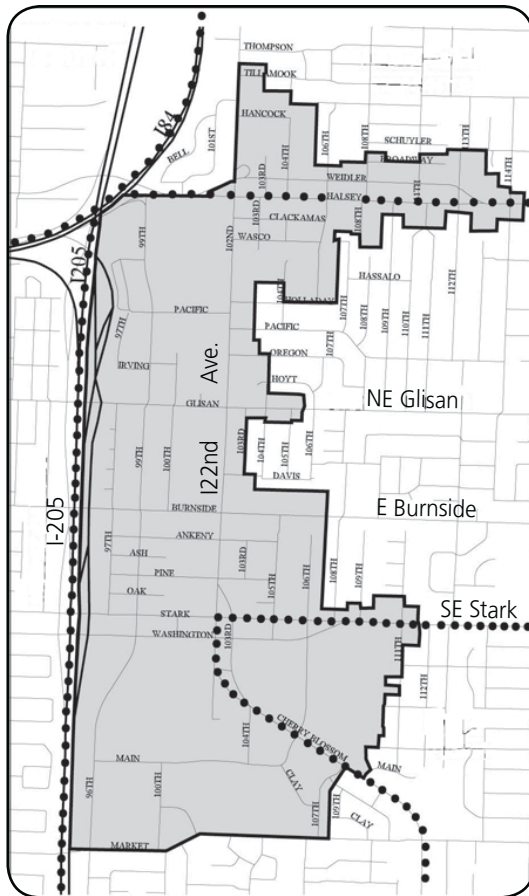
These areas are in the process of being developed into a development pattern and density that will become stable, and are not anticipated to be redeveloped or otherwise substantially intensified once development has occurred. These areas are often large tracts of orchard, forest land, or farmland that are zoned for single dwelling development. While these areas are currently undergoing change, a stable pattern will emerge once the transition has played out. These include areas such as the eastern portion of Powellhurst-Gilbert neighborhood, Pleasant Valley, parts of Parkrose, and other large tracts of land that have remained in very low density use (farming, orchards, wood lots), but are in the context of more developed areas, or have been anticipated for change.

Commercial, Multi-Dwelling and Employment Areas – Areas of Change

Areas zoned for Commercial, Multi-Dwelling and Employment uses are areas that are likely to change over time. Zoning for these areas generally provides development opportunity in excess of what is currently built on a site. Over time, these areas are expected to change, and some are expected to change dramatically.

Gateway Regional Center

The Gateway area is identified as a “Regional Center” in the 2040 Growth Concept. Other examples of regional centers include the Clackamas Town Center, downtown Beaverton, and downtown Gresham. As a regional center served by several MAX stations, bus service, regional freeways, and local arterial streets, Gateway is expected to grow significantly over time, and evolve into a high-density urban center serving thousands of peoples’ needs for commercial goods and services, employment, and housing. The intensity of development in the Gateway Regional Center varies, but is anticipated to be significantly more intense than surrounding residential and commercial areas. Growth in the Gateway area is expected to occur through development of vacant and underutilized land, or through redevelopment of lower-intensity land uses over time. Development in Gateway is assisted through an Urban Renewal Area (URA) that allows an increment of increased taxable value to be spent in the district for improvements. The land use plan for Gateway was updated in 2004.



Gateway Regional Center



As this photo shows, Lents has been an established "town center" since the early 20th century.

Lents Town Center

The Lents area is identified as a "Town Center" in the Region 2040 Growth Concept. The Lents "Town Center" area generally encompasses the area from roughly SE Holgate Street on the north to SE Flavel on the south; the western edge is roughly SE 82nd Avenue, and the eastern edge is roughly I-205. Development in Lents is assisted through an urban renewal area (URA) that allows an increment of increased taxable value to be spent in the district for improvements. The boundary of the Lents URA includes a broader area than the "town center area." Other town centers in Portland include Hollywood, St. Johns, and Hillsdale. As a town center served by future MAX

stations, bus service, a regional freeway, and local arterial streets, Lents is expected to accommodate significant growth, and evolve into a moderate-density urban center serving the need for commercial goods and services, employment, and housing. The intensity of development in the Lents Town Center varies, but is anticipated to be more intense than surrounding residential and commercial areas. Development will include mixed use buildings, apartments, rowhouses, and commercial developments. Growth in the Lents area is expected to occur through development of vacant and underutilized land, or through redevelopment of lower-intensity land uses over time.

Light Rail Transit Station Communities

The areas within ¼ to ½ mile of MAX stations are anticipated to develop into “station communities” as identified on the 2040 Growth Concept. Station areas include: Parkrose/Sumner, 82nd Avenue, 122nd Avenue, 148th Avenue, 162nd Avenue, Division Street, Powell Boulevard, Holgate Boulevard, and Flavel Street. (Stations at 102nd Avenue, Gateway, Main Street, and Foster are within regional and town centers.) With excellent high capacity transit service available (Blue and Red Line) and service under construction (Green Line), these areas offer opportunity for development that can take advantage of nearby transit service. Station communities can feature high-intensity residential development (apartments, rowhouses, etc.), mixed-use buildings, and commercial and employment uses. Change is expected to occur through development of vacant and underutilized land, or redevelopment of lower-intensity uses. The land use plan for the 122nd Avenue Station was updated in 2006.



Development at the 122nd Avenue MAX station.

Main Streets

The study area contains several “main streets” identified in the Metro 2040 Growth Concept. These include portions of NE Cully Boulevard; NE Sandy Boulevard; NE/SE 82nd Avenue; NE/SE 102nd Avenue (in Gateway Regional Center); NE/SE 122nd Avenue; SE Division Street; and SE Foster Road. According to Metro, main streets can take many forms. Main streets can feature community serving commercial services and serve the surrounding neighborhood’s need for groceries, shopping and services. Main streets may also feature housing and mixed-use developments that combine several activities. Main streets have good transit service and are convenient locations for apartments and town homes. As areas with significant infrastructure investment and capacity, main streets are envisioned to accommodate a significant amount of growth along and proximate to the street. This will occur through development of vacant land or redevelopment of land that is currently used for less intensive purposes. Main street areas are expected to evolve over time and are generally zoned for commercial, mixed-use and multi-dwelling development.

Corridors

The study area contains several “corridors” as identified in the Metro 2040 Growth Concept. Corridors are located along major arterial streets including portions of: Sandy Blvd, NE Killingsworth, NE Prescott, NE Halsey, NE Stark, SE Division, SE Powell, SE Foster, and SE 82nd Avenue. Corridors and the areas adjacent to them are served by urban infrastructure, and to varying degrees

are expected to accommodate growth and evolve over time. They are often primarily zoned for multi-dwelling residential development, but also feature opportunities for pockets of commercial and industrial uses.



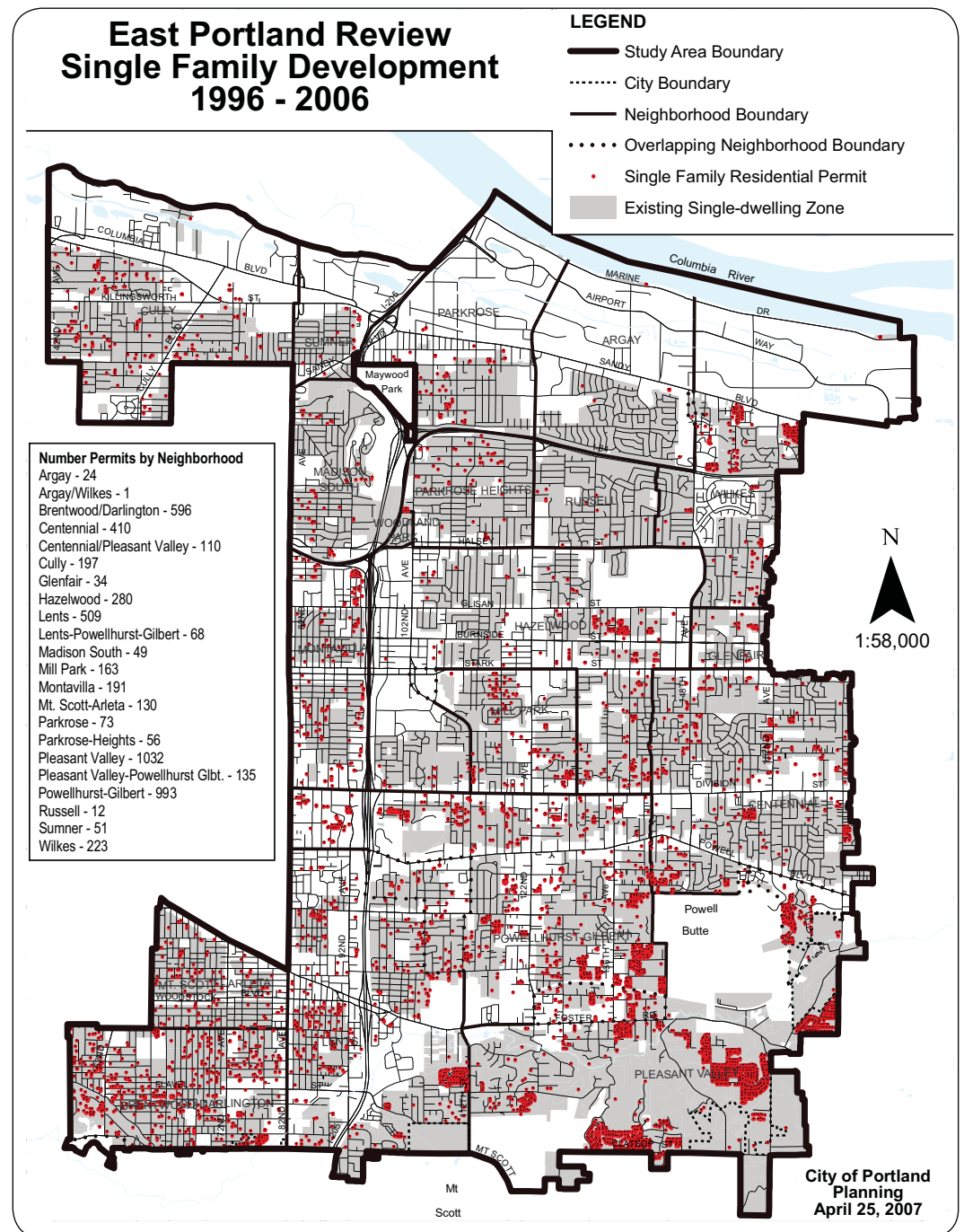
Sandy Boulevard is an example of a designated “main street.”

3d. Development Trends

The East Portland Review study area has experienced a considerable amount of development activity and change over the period from 1996 to 2006. This section details development activity in the study area, as well as real estate market changes for single-dwelling houses in the study area.

Much of the new residential development is focused in the southeast portion of the study area which was affected by adoption of the Outer Southeast Community Plan in 1996. New development is a result of the combination of the existing large lot pattern of low density development, the application of higher density single and multi-dwelling zoning in the area, and real estate market trends in the Portland metropolitan area. As shown in accompanying tables, the area has seen a substantial number of permits and units.

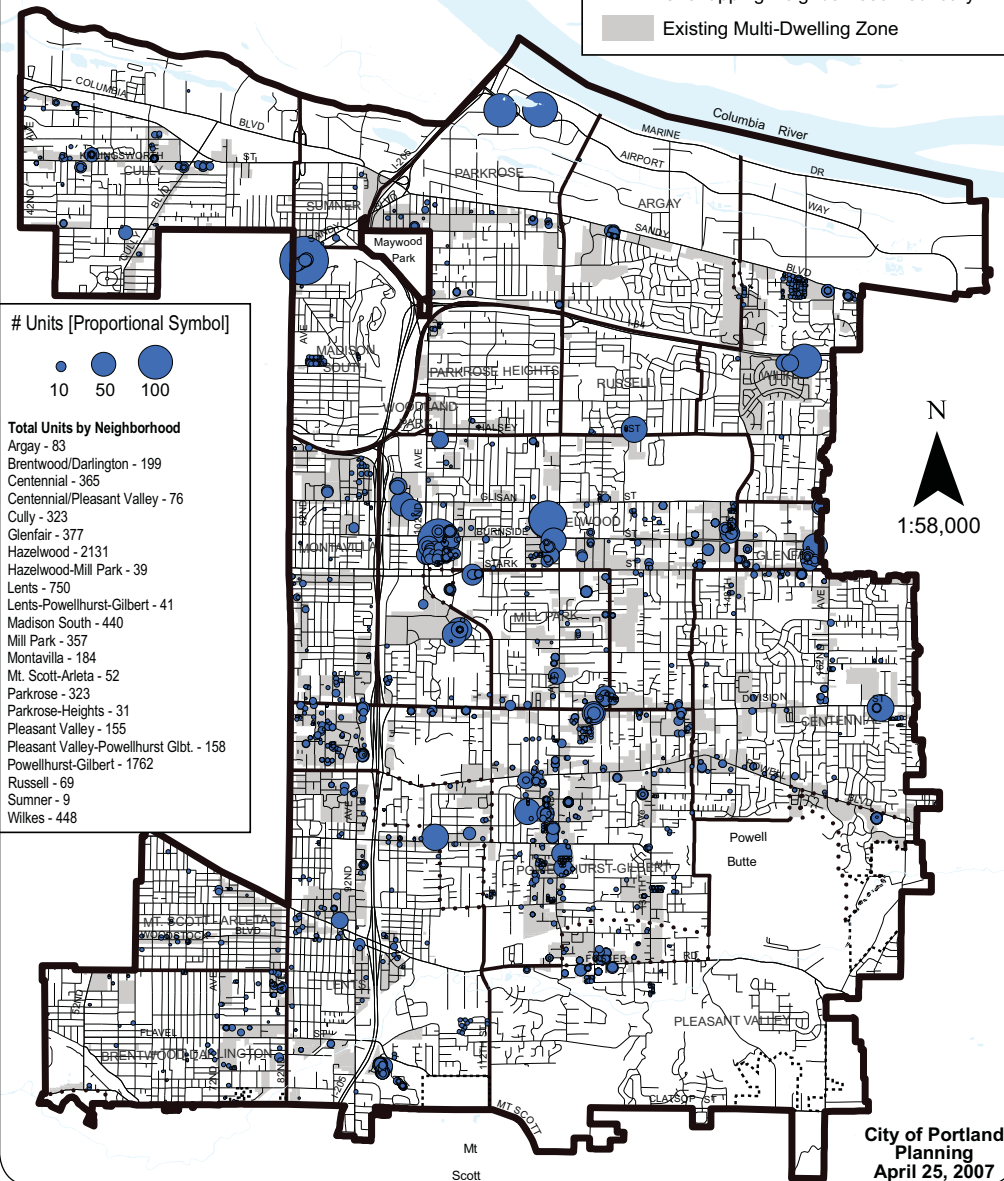
The study area accommodated 38% of all new residential units in Portland between 1996-2006.



East Portland Review Multi-Family Development 1996 - 2006

LEGEND

- Study Area Boundary
- City Boundary
- Neighborhood Boundary
- Overlapping Neighborhood Boundary
- Existing Multi-Dwelling Zone



Residential Development Permits

The study area accommodated about 47% of all single-dwelling residential permits between 1996 and 2006. The study area accommodated about 46% of the city's total multi-dwelling residential permits between 1996 and 2006. The study area accounts for 26% of Portland's land area. See Table 3.3.

Table 3.3
Residential Permits 1996-2006

	Total Permits	Total % of Portland
Single Dwelling	5337	50%
Rowhouse/Duplex	1224	40%
Multi Dwelling	754	46%
TOTAL	7315	47%



New multi-dwelling development in the Gateway Regional Center.



New detached housing in the R1 multi-dwelling zone.

New Residential Units

Over 5,350 new single-dwelling units were developed in the study area between 1996 and 2006. This number represents 49% of Portland's total single-dwelling units during this time period. During the same period, 6,571 multi-dwelling units were developed. Multi-dwelling units in the study area account for 46% of *permits* citywide, but only 30% of the *units*, suggesting that multi-dwelling development in the study area tends to be smaller scale than in other parts of the city. Overall 13,728 dwelling units were built between 1996 and 2006 in the study area, 38% of the citywide total.

The Outer Southeast Community Plan area, which is focused in the southern portion of the study area, set a goal to accommodate 14,000 additional units by 2014. About 11,900 residential units have been built in the Outer Southeast plan area from 1996 to 2006, equaling about 85% of the plan's twenty year goal. See Table 3.4 for details.

Table 3.4
New Residential Development

	Total Units	Total % of Portland
Single-Dwelling	5356	49%
Rowhouse/Duplex	1801	46%
Multi-Dwelling	6571	30%
TOTAL	13728	38%

Housing Prices

Portland neighborhoods have experienced significant increases in the price of housing between 1996 and 2006. While the price of single-dwelling housing in study area neighborhoods varies widely, in most study area neighborhoods, the percentage increase in the median price of housing has not been as high as the citywide average for Portland. Generally, study area neighborhoods have become more affordable relative to other Portland neighborhoods.

In 1996, 36% of study area neighborhoods had median sales values equal to or above the Portland median value. For the period between 2000 and 2006, 18% of study area neighborhoods had median sales values at or above the city median.

Table 3.5 shows median sales value over time. As can be seen, the number of

neighborhoods with sales prices at or above the Portland median has declined from seven in 1996, to three in 2006.

Table 3.5
Residential Home Sales Prices

Neighborhood	1996 Median	2000 Median	2006 Median	1996-2000 Change	2000-2006 Change
ARGAY	\$155,300	\$175,000	\$303,750	13%	74%
BRENTWOOD- DARLINGTON	\$80,200	\$116,500	\$195,000	45%	67%
CENTENNIAL	\$114,000	\$135,000	\$215,000	18%	59%
CULLY	\$94,360	\$129,500	\$228,950	37%	77%
GLENFAIR	\$122,000	\$139,000	\$220,500	14%	59%
HAZELWOOD	\$119,500	\$141,700	\$233,800	19%	65%
LENTS	\$89,575	\$125,000	\$193,500	40%	55%
MADISON SOUTH	\$99,000	\$127,000	\$217,280	28%	71%
MILL PARK	\$110,000	\$133,000	\$220,000	21%	65%
MONTAVILLA	\$104,000	\$129,000	\$207,500	24%	61%
MT. SCOTT-ARLETA	\$95,500	\$116,250	\$208,420	22%	79%
PARKROSE	\$118,000	\$129,000	\$220,500	9%	71%
PARKROSE HEIGHTS	\$108,000	\$133,500	\$207,000	24%	55%
PLEASANT VALLEY	\$149,450	\$191,500	\$346,250	28%	81%
POWELLHURST-GILBERT	\$109,750	\$142,750	\$225,950	30%	58%
RUSSELL	\$127,500	\$147,250	\$228,750	15%	55%
SUMNER	\$88,250	\$110,750	\$188,000	25%	70%
WILKES	\$155,000	\$166,950	\$269,000	8%	61%
WOODLAND PARK	\$101,500	\$126,500	\$212,500	25%	68%
CITYWIDE	\$118,000	\$150,000	\$263,000	27%	75%

Data Source: RLIS

3. East Portland Livability Issues

This section details a number of community development and livability issues affecting the study area. Information for this section was compiled through several sources, including: informal meetings with community members at neighborhood and business association meetings; through meetings and discussions with community leaders; via a sample survey of the Powellhurst-Gilbert and Centennial neighborhoods; via an on-line survey; and from feedback at a community open house on April 26, 2007. The information is supplemented by information from City of Portland service bureaus and other agencies that provided information about conditions, issues and upcoming projects. Where applicable, a “Plans and Projects” section provides information on identified needs and upcoming efforts that relate to the issues.

ISSUE 1: Infill Development in Single-Dwelling Neighborhoods

East Portland neighborhoods have all experienced infill development over time, but in some neighborhoods the change appears more dramatic and has occurred in a relatively short timeframe. Infill development in single-dwelling zones ranges from the addition of a single detached unit through the partition of a large lot or creation of a flag lot, to development of subdivisions at a variety of densities ranging from low density and large lot (ex., R10 zones), to moderate to high density subdivisions.

The following issues have emerged as significant community concerns.

Lot Sizes and Shapes

Small and Narrow Lots

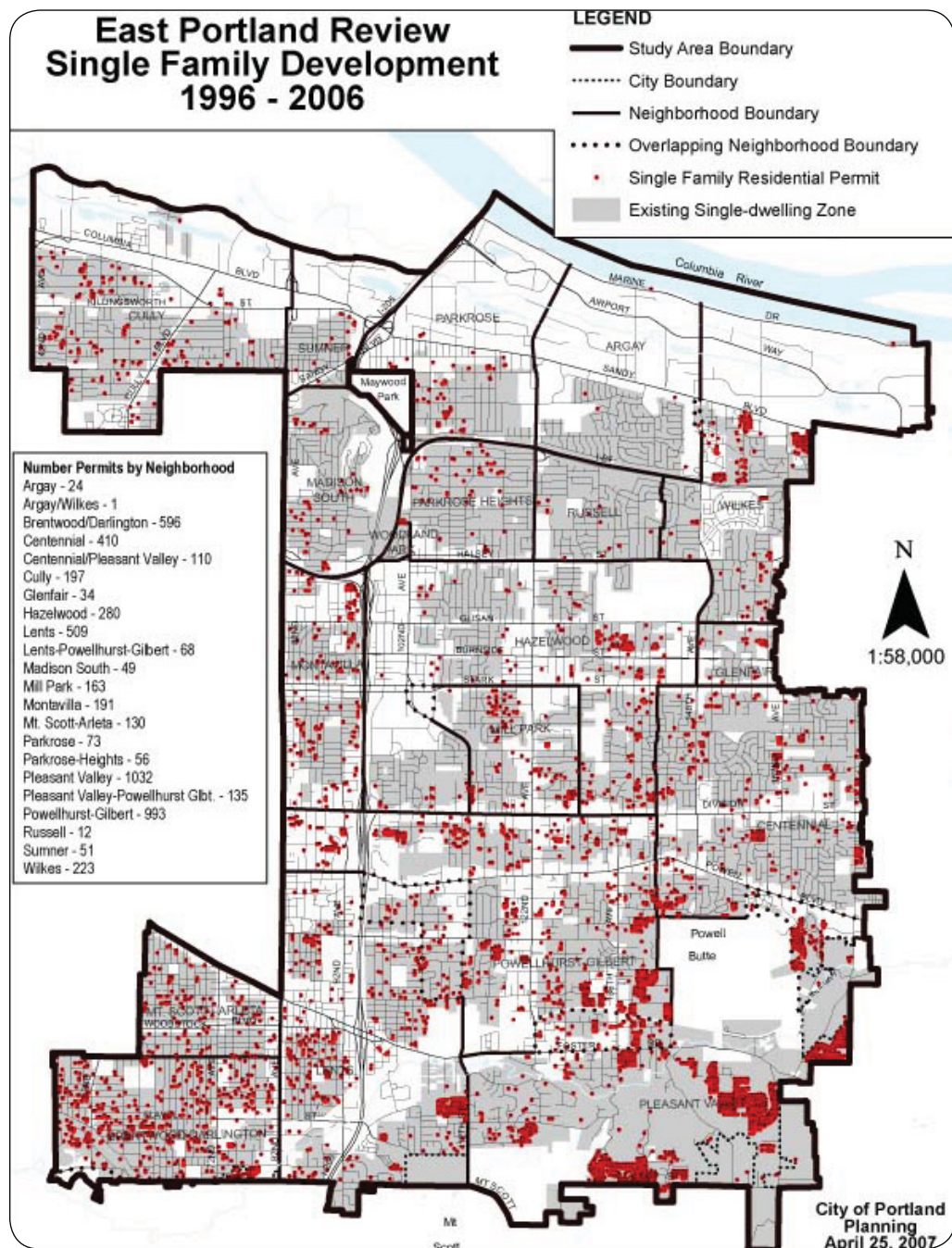
Development on existing platted narrow lots, or on newly created lots that are smaller than the neighborhood norm or that break existing development patterns, has occurred in several parts of the study area. While the addition of houses on smaller-than-average lots provides needed housing and may in some cases be affordable, the developments often change the existing character and development pattern of a street or neighborhood. The scale and proportions of many of these developments, which tend to be more vertically-oriented, are often at odds with the existing character



New infill houses (left) are often built on lots smaller than those of existing houses.

of development which tends to be lower and more horizontally oriented.

Newly created lots may also be somewhat smaller and narrower than existing lots. The land division code calculates the number of dwelling units allowable by zoning on a parcel, rather than regulating density by lot size. For example, the R7 zone allows one unit per 7,000 square feet of land, rather than requiring lots to be roughly 7,000 square feet, as was once the case. Under current code provisions, a lot in an R7 zone may be as small as 4,200 square feet. These provisions were developed in part to allow flexibility in lot sizes and dimensions to preserve other important features in subdivisions. For infill situations, the change allows creation and development of lots that can be substantially smaller than surrounding lots (while preserving overall density).



Scale and Character of New Housing in Developed Neighborhoods

Much of the study area was developed in the post WW II era. The predominant residential development pattern is auto-oriented, and the character of neighborhoods and residential structures tends to be relatively low-scaled, one-story to one and one-half stories on relatively large lots. Many new houses tend to be taller and developed on smaller or narrower lots.

The height, setbacks and lot coverage of new residential development are regulated by development standards of the zoning code. The Portland zoning code allows a height limit of 30 feet in the R5 to RF zones. (This compares to a maximum height of 35 feet allowed in the LR-5 to LR-20 zones formerly applied in unincorporated Multnomah County.) Taller building heights appear to be primarily a market response to current preferences for homes, but may also have some relationship to smaller allowed lot sizes. However, many neighbors have concerns about the character and fit of new housing.

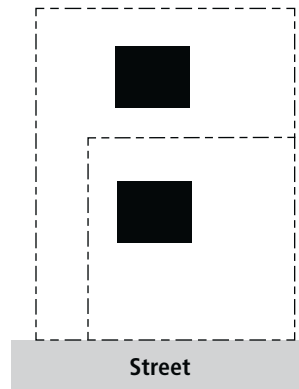


New infill housing (left) often differs in scale from existing development.

Flag Lots

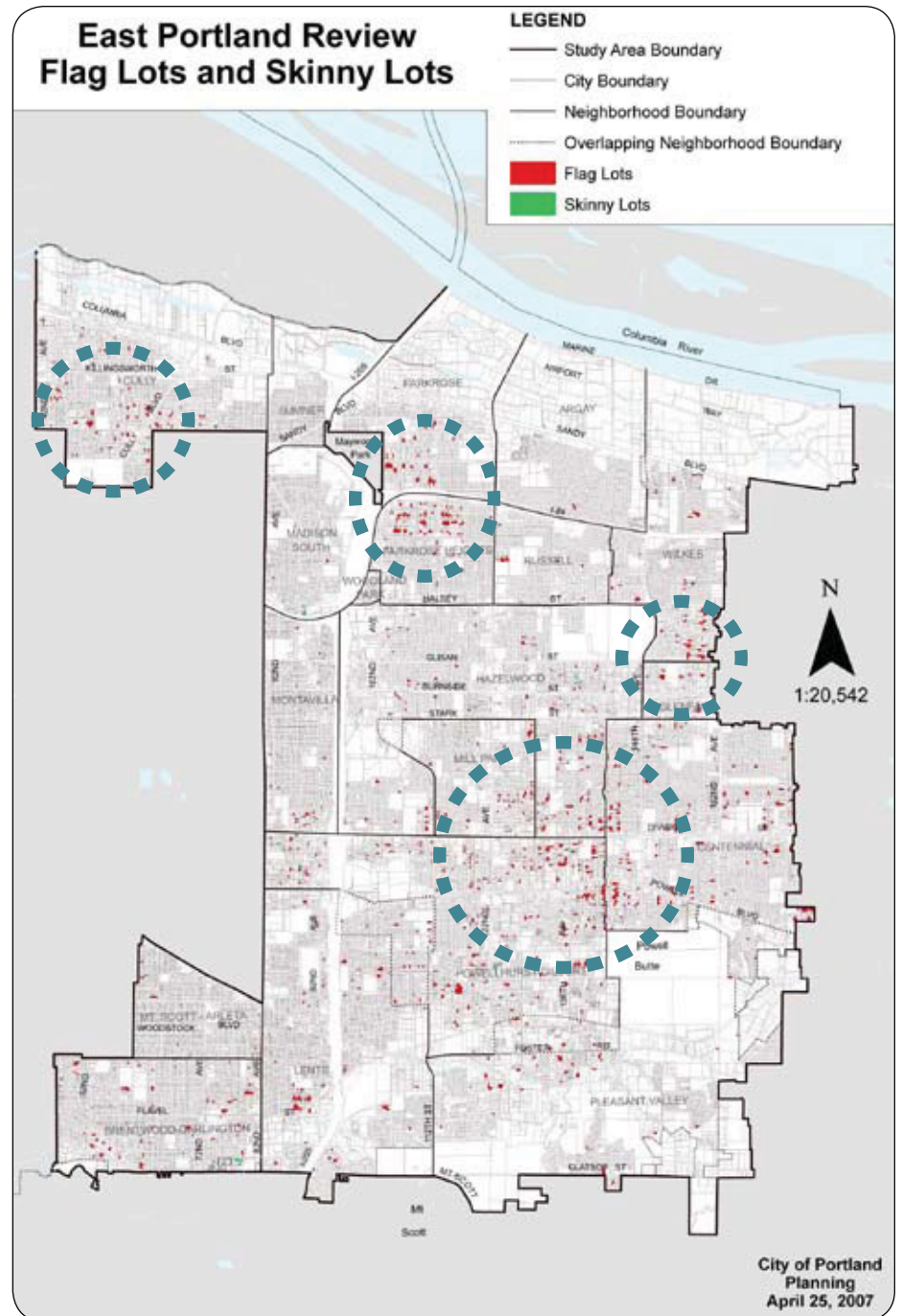
While the Portland zoning code encourages development oriented to a street, the code continues to allow creation and development of flag lots under certain circumstances. Flag lots consist of a narrow “pole” section that extends from the street to a larger “flag” section that is typically behind another developed lot.

Flag Lot Diagram



In some portions of East Portland, flag lots have become an established urban form (see map). The lot depths and zoning density in these areas have allowed creation of flag lots since prior to annexation to Portland. However, as real estate market pressures have increased due to rising land and housing values, and due to changes in allowed density, flag lots have been proposed or developed in areas where flag lot development was not necessarily anticipated. These include platted subdivisions, as well as areas subject to the Glendoveer Plan District regulations.

In addition to changes in form, flag lot development can create privacy impacts, as development on the flag may impinge on backyard privacy. The Portland Zoning code allows the same height limit (30 feet) on flag lots as other types of single family residential lots. This differs from the



former Multnomah County regulation that limited heights on flag lots to 25 feet in the LR-5 to LR 7.5 unless privacy impacts were mitigated.

Design of Skinny Houses and Rowhouses

With few exceptions, design tools applied to development in single dwelling zones may be found in the base zone regulations of the Portland zoning code. These regulations address maximum height, yards and setbacks, location of entrances, and garage dominance. Few standards for architectural detail are provided in the single-dwelling base zone regulations. However, new regulations affecting the architectural features of dwellings built on skinny lots created before 1979 are applied in the zoning code. These standards, particularly with regard to height and materials, tend to reflect the details of pre-war inner Portland housing development, rather than the post-war styles prevalent in many outer neighborhoods. The combination of more vertically-oriented building forms, and design, materials, and detail specs more closely aligned with inner Portland neighborhoods may result in housing that seems out of place in many study area neighborhoods.



'Skinny' houses are viewed by some residents as out of place in developed neighborhoods.

Development in the R2.5 Zone

The R2.5 zone allows residential development at a density of 1 unit per 2,500 square feet of site area. This zone is applied in several areas in the study area. In the R2.5 zoned areas west of I-205, the block pattern is fairly typical of inner Portland streetcar-era neighborhood: lots consistently have depths of roughly 100 feet and lot widths are based on 25 foot increments, although many of the lots in these areas are not fully developed. The street pattern in these areas forms a relatively "regular" 200' x 400' block pattern. In these cases, development is typically oriented to the street with defined front and rear yard spaces.

The R2.5 zone is also mapped in several areas east of I-205 in the Hazelwood and Powellhurst-Gilbert neighborhoods. Here, lots patterns vary widely, as do lot widths and depths. Street connectivity is much less frequent, and there is no coherent street network. In these areas, development in the R2.5 zone may often take the form of flag lots. Depending on the size of the "parent" lot, multiple lots may be created from a single lot. Development in the large-lot R2.5 zoned areas east of I-205 often raises issues about privacy, building form and street orientation.

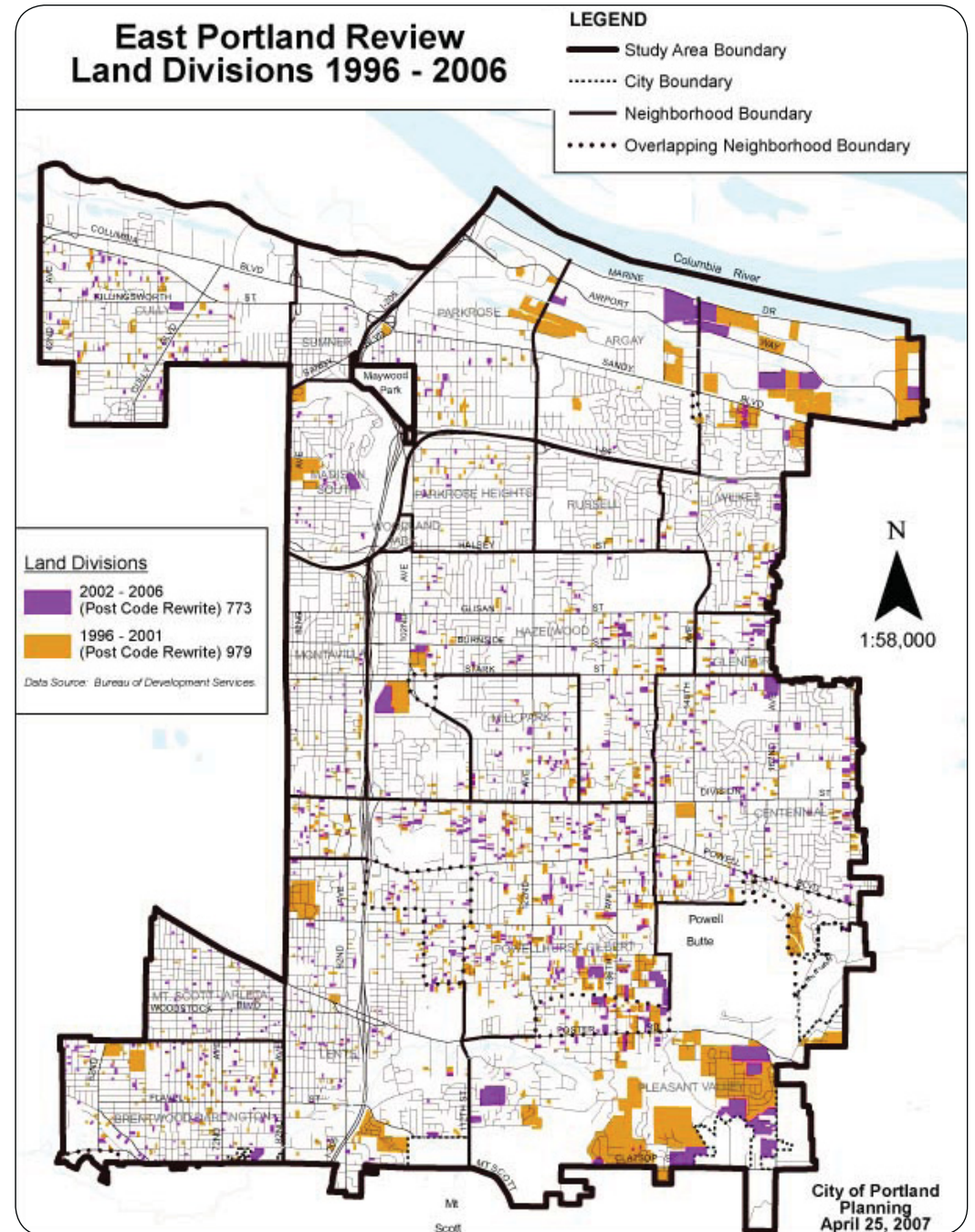
PLANS AND PROJECTS

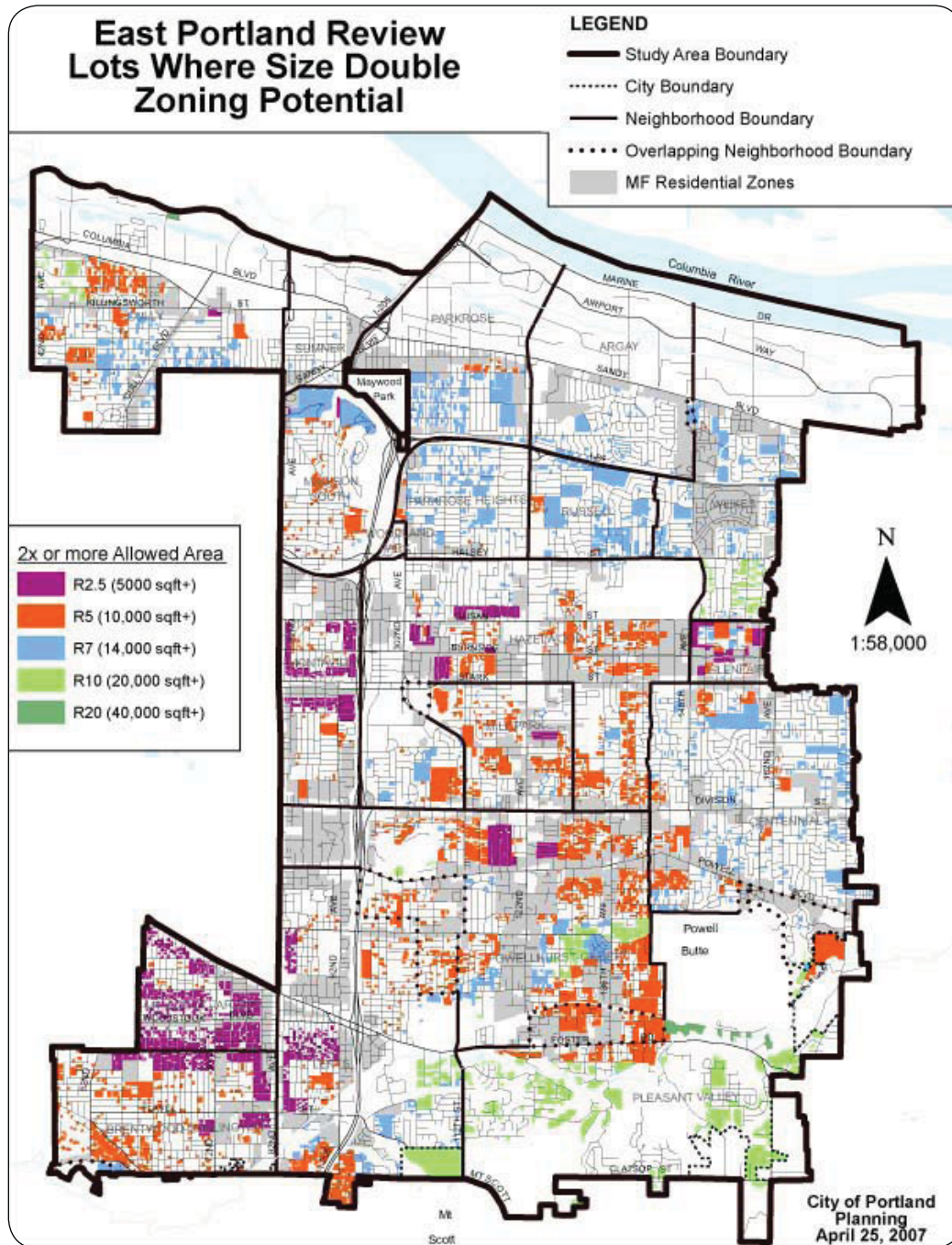
Portland Plan

The Bureau of Planning is currently embarking on the Portland Plan, an update of the city's Comprehensive Plan. This update will include three major products: 1) an update of city policies; 2) a "city systems" infrastructure plan; and 3) a three dimensional, illustrative "urban form" plan. The Portland Plan could be a vehicle and tool for resolving questions about the preferred form of infill development in existing neighborhoods. The urban form plan will explore issues such as the existing established form of development, and may consider compatibility and character issues as they relate to infill development.

RICAP 4 Code Improvements

The Bureau of Planning, in cooperation with the Bureau of Development Services, monitors and identifies needed code improvements through the Regulatory Improvement Work Plan on an ongoing basis. Periodic code improvement updates – Regulatory Improvement Code Amendment Packages (RICAP) – address a variety of issues. In May 2007, the Bureau of Development Services released the Land Division Monitoring Report which identified a number of issues that relate to creation of new lots and development citywide, but with a focused look at issues typical in eastern neighborhoods. Many of the issues identified in this East Portland Review report may be addressed in the upcoming RICAP 4 amendments package.





POTENTIAL FUTURE APPROACHES

In addition to the Portland Plan and periodic RICAP updates, more specific projects designed to address infill development issues in East Portland could be explored. Ideas include reexamining the zoning map designations that regulate density and lot size; exploring land division regulations to provide more oversight of compatibility issues in review of land division proposals; and/or limiting flag lot development in existing subdivisions or other areas with an established urban form or development pattern.

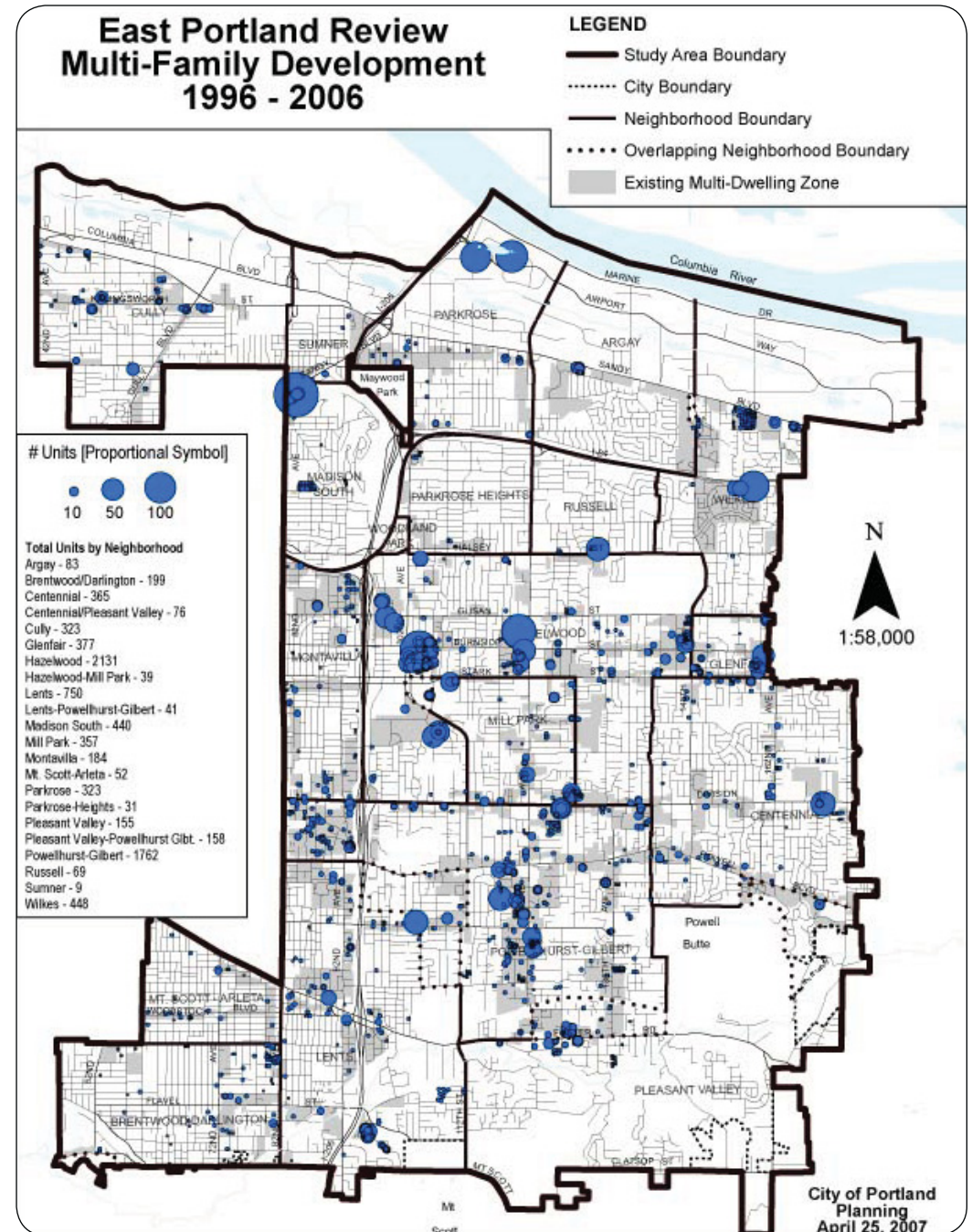
ISSUE 2: Multi-Dwelling Development: Apartments, Rowhouses, etc.

Multi-dwelling areas (zoned R2, R1, RH, and RX) within the study area are typically focused on and near arterial streets, or in areas where transit service is provided or anticipated. These areas include light rail station areas, and major transit routes and town or regional centers such as Lents and Gateway. Multi-dwelling development provides housing at higher densities which is an efficient use of land and also typically an energy-efficient form of development. Multi-dwelling housing is typically built at densities that also support transit. Multi-dwelling housing can serve a variety of income ranges, and units can be owner-occupied or renter-occupied.

The following issues have been identified as concerns by residents and other stakeholders in the study area.

Extent of multi-dwelling zoned areas

Much of the East Portland Review study area is affected by changes to the Portland Comprehensive Plan map and Zoning Map and regulations adopted in 1996 as part of the Outer Southeast Community Plan. Comprehensive Plan and zoning map designations were applied to support the policies of the plan and the recently-adopted Metro 2040 growth concept. This resulted in broader application of multi-dwelling zones than was previously the case, and in most cases at greater development intensity.



Multi-dwelling zoning was applied in portions of the Gateway Regional Center and Lents Town Center; along the MAX light rail corridor; generally within ¼ mile along key main streets and corridors, and in other areas where transit service is provided or expected in the future. Multi-dwelling R1 and R2 zoning was applied within areas up to ¼ mile of key streets, in part to support transit-oriented development goals of the 2040 Growth Concept and other objectives. However, many of these areas – including those in Powellhurst-Gilbert and Lents – lack complete infrastructure, including fully improved streets with sidewalks and drainage.

In addition, changes to development standards for multi-dwelling development have affected the scale of development. When the zoning map was adopted in 1996, minimum lot size in the R1 and RH zones was 10,000 square feet. In the R2 zone, the minimum lot size was 4,000 square feet, but the zone did not have a minimum density. Post-1996 changes to minimum lot size, minimum density, and allowed development types have changed the type and intensity of development allowed on lots in multi-dwelling zones.



Transitions between multi-dwelling and single-dwelling uses may create conflicts.

Transition to single-dwelling areas

Multi-dwelling zoning is applied to areas that are currently developed with multi-dwelling uses, as well as to land where multi-dwelling uses and development is desired in the future. Many of the latter areas are currently developed with single-dwelling houses and also abut single-dwelling neighborhoods. Transition from low density single-dwelling use to higher density multi-dwelling use is typically initiated by a property owner who wishes to realize a more intense use allowed by zoning.

Transition issues typically occur when neighboring properties remain in lower intensity than new development. In some cases the transition issue is temporary – adjoining properties are expected to redevelop to higher intensity in the future, which may resolve some perceived compatibility and transition issues. In other situations – primarily those where a higher density zone (R1, R2) abuts a lower intensity single-dwelling zone (R5, R7, R10) – the transition issues are more pronounced, as the less intense development in single-dwelling zones is expected to remain. In some places in Portland, and

in some other jurisdictions, these types of transitions have been ameliorated by use of discretionary site and building design tools or reviews, or by creating codes that anticipate these transitions.

Design and quality of multi-dwelling developments

The Design Overlay Zone (“d” overlay) is applied to certain base zones to foster improved design quality of development in high density locations or in special circumstances, such as historic areas. The design overlay requires developments to be reviewed against adopted design guidelines by City staff or an appointed Design Commission; in some cases development projects (typically smaller projects and residential development) may choose to instead meet the area’s adopted Community Design Standards, which do not require a discretionary review.

In the study area, the design zone has been applied to areas where intense development is expected, such as Gateway, portions of Lents, and in some high density residential



The design overlay zone is applied in areas where zoning allows the most intense development, and often improves quality and compatibility of development.



The design overlay zone is less frequently applied to development in lower density multi-dwelling zones such as this development in the R3 zone.

and commercial zones around light rail stations. The design overlay has typically not been applied in single-dwelling zones (R5, R7, etc.) or lower density multi-dwelling zones (R2, R1) which allow development of a scale that is generally thought to be compatible with existing developed residential and commercial areas. However, the design overlay zone has been applied to R1 and R2 in special circumstances, such as along main streets or town centers where improved design quality and compatibility is desired (Gateway, St. Johns, Hollywood, etc.).

In the study area, R1, R2, and R3 zones are not generally subject to the design overlay. However, development in these zones in the study area often represents a substantial change in the landscape from the existing development pattern. Also, because of existing conditions, real estate market conditions, and other factors, the design quality of developments in the study area occasionally lack the level of finish, features, details, and

quality of materials that create quality and permanence in development.

Lack of on-site amenities and open areas

The Portland zoning code requires that multi-dwelling developments include outdoor areas. These areas provide opportunities for outdoor relaxation or recreation. The standards work with the building coverage and landscaping standards to assure that some of the land not covered by buildings is of adequate size and shape to be usable for outdoor recreation or relaxation. Overall, 48 square feet per unit is required. Individual areas must be at least a 6-foot x 6-foot square, and common areas must be at least 500 square feet and be of at least 15-foot x 15-foot.

With growing household sizes, many of the multi-dwelling developments in the study area are expected to have households with children, which may place greater demands on the need for usable open spaces in developments, as well as parks and open spaces in the area. Many of the developments created by nonprofit developers are larger complexes, and contain usable open areas for tenants. However, some of the smaller



Many multi-dwelling developments lack amenity and design features that improve compatibility.

developments typical of private sector infill have more difficulty creating effective open areas in developments.

Form of multi dwelling development

Previously, much of the multi-dwelling development in Portland took the form of apartment buildings on lots larger than 10,000 square feet. A combination of changes to the zoning code and land division codes (designed to respond to infill development constraints – including smaller lot sizes) were adopted between 1996 and 2006. The changes, along with real estate market trends, may have facilitated a trend toward creation of smaller lots and other forms of development in multi-dwelling areas.

Currently, development in multi-dwelling zones can take many forms: apartment buildings, attached rowhouses; and detached small lot development. In many cases, these new development forms have responded positively to concerns and desires expressed by neighbors as smaller scale developments are thought by many to be



Detached multi-dwelling development may address neighborhood scale issues, but often limits opportunities for open area or other site plan amenities.

more “compatible” with existing neighboring single-dwelling houses. However, this form of smaller-scale multi-dwelling development may not always be an appropriate solution, particularly on large, high volume arterial streets.

Small scale multi-dwelling also limits open area possibilities that exist when development is aggregated in larger buildings with more of the site left as open space. Also, development standards such as setbacks and height limits in multi-dwelling zones may continue to create transition issues with adjacent developed areas.

Finally, the urban form of multi-dwelling development can be significantly different when development occurs on narrow deep lots common to many study area neighborhoods. Many R2 or R1 zoned lots are transitioning from large-lot single-dwelling development to multi-dwelling in an incremental way by developing detached or attached structures in the rear portion of the lots and retaining the existing low density development on the front portion. This form is essentially the same as flag lot develop-



Incremental development in multi-dwelling zones can result in “backyard infill.”

ment, but generally at higher density than in single-dwelling zones. This development form diminishes privacy and other livability issues for existing neighbors.

PLANS AND PROJECTS

Portland Plan

The City of Portland is currently embarking on the Portland Plan, an update of its Comprehensive Plan. See discussion in Issue 1.

Eastside MAX Station Area Planning

The Bureau of Planning and Office of Transportation are initiating a planning effort to explore development issues near MAX light rail stations in the study area. The effort is designed to improve opportunity for transit oriented development (TOD) around the MAX stations, but may consider development design issues, as well as urban form and transition issues.

Courtyard Housing Design Competition

As part of the City’s Infill Design program, and in conjunction with the Schools, Families, Housing Initiative, Portland is sponsoring a design competition to explore courtyard development designs in multi-dwelling zones.

RICAP Code Improvements

The Bureau of Planning, in cooperation with the Bureau of Development Services, monitors and identifies needed code improvements through the Regulatory Improvement Work Plan. Periodic code improvement updates – Regulatory Improvement Code Amendment Packages (RICAP) – address a

variety of issues. In May 2007, the Bureau of Development Services released the Land Division Monitoring Report which identified a number of issues that relate to creation of new lots and development citywide, but with a focused look at issues typical in eastern neighborhoods. Many of the issues identified in this report may be addressed in the upcoming RICAP 4 amendments package.

POTENTIAL FUTURE APPROACHES

Outside of Gateway, Lents, MAX stations, and main streets, development in multi dwelling zones is primarily focused in the south-eastern portion of the study area around the Powellhurst-Gilbert neighborhood. This area is also one where a lack of urban infrastructure (improved streets, sidewalks, etc.) is substantial. A planning effort specifically focused on the Powellhurst-Gilbert and Centennial areas could look at opportunities to better tailor application of multi-dwelling zoning, consider design issues, and explore transportation issues.

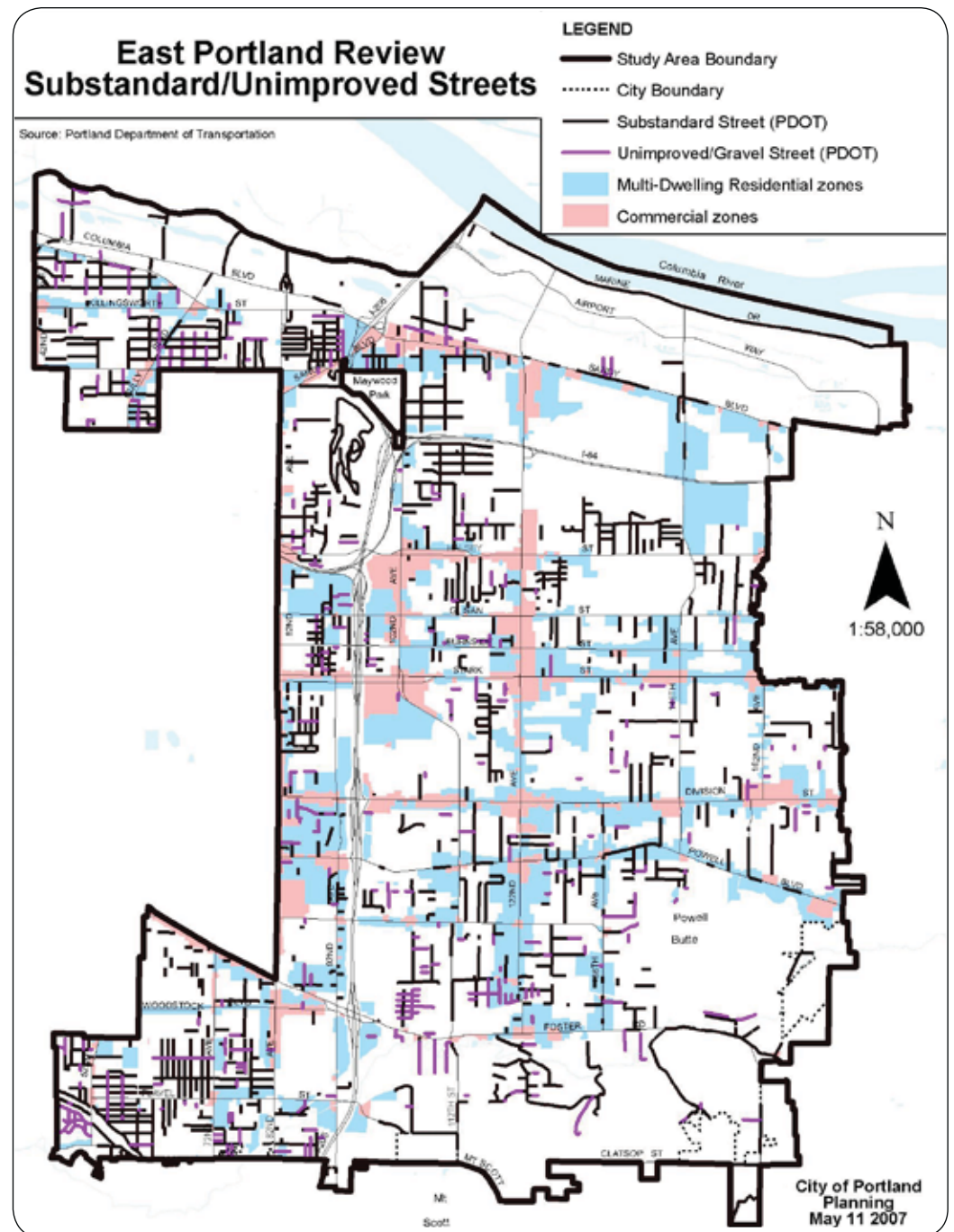
ISSUE 3: Transportation System Issues

Transportation has been an issue in East Portland for many years. Many of the issues in East Portland relate to the need for infrastructure improvements. Much of the study area was developed as low density suburban or quasi-rural areas while in unincorporated Multnomah County. In many areas, urban services, including a fully developed street network, were not built at time of development. Many streets – both local streets and arterial streets – lack complete sidewalk and drainage systems. Other local streets feature paving in the center portion of rights-of-way, but lack other features and are considered substandard by the City of Portland. Still other local streets lack paving or any other type of improvements. Streets that do exist often lack connections to a well developed street network.

Unimproved and Substandard Local Streets

For the purpose of this report, streets are considered unimproved where they lack development of components such as paving, curbs, drainage, and sidewalks. Streets are considered substandard when they lack one or more of the components, and when they are not developed to a standard that is maintainable by the city.

In areas where development intensity is low (R7, R10, R20 zones) and expected traffic volumes are also correspondingly low, the lack of full street improvements may not pose a serious issue for residents and users, although street conditions may pose a



nuisance (dust, potholes, standing water). However, in areas where multi dwelling, commercial, or employment zoning exists, the lack of street improvements is a more significant issue because of the allowed intensity of development and associated traffic, bike and pedestrian activity.



Unimproved street in a multi-dwelling zone.

In Portland, construction of local streets has traditionally been the responsibility of adjacent property owners. Streets are generally developed at the time of subdivision; where streets were not developed, adjacent property owners may form a Local Improvement District (LID) to finance and develop streets. Because of the high cost of development, LIDs for local streets are not common. In areas of unimproved or substandard streets where infill development is occurring, property owners are often required to build streets on their property frontage to city standards at the time of development. In some cases, a waiver of remonstrance for an LID may be required in lieu of the improvement when little additional development potential is available on a given street.

With infill development, completion and improvement of the street network, including sidewalks, has been piecemeal. In some cases, improvements are required for the developing property, but the improvement may be isolated in a larger area that lacks full improvements. This is particularly problematic in areas such as light rail stations and other areas planned for higher intensity residential or commercial development, as increased vehicle and pedestrian trips are generated. Moreover, the lack of a developed network of streets may be an impediment to development quality, as developers must cover the cost of their street improvements, and at the same time lack assurance that adjacent properties will make similar improvements in a timely manner.

Pedestrian Safety and Comfort (arterial streets, school routes)

Arterial streets in the study area are typically the location of commercial, employment, multi dwelling uses, although some arterial streets also feature single dwelling houses. Most of the arterial street network in the study area was developed by Multnomah County prior to annexation. Many are large traffic arteries. Several arterial streets feature 5-lane cross sections, with substantial traffic volumes. These streets also function as transit routes in the community.

While the streets function for vehicle movement, many lack pedestrian features such as a developed or complete sidewalk network; with widely interspersed signalization, they also lack relatively frequent, safe pedestrian crossing locations. Intersections on some of the streets – particularly 82nd Avenue and

122nd Avenue – have been identified as safety concerns because of crash incidents.

The lack of safe pedestrian facilities and street amenities is an issue of increasing importance as new development occurs and adds increasing demands on the pedestrian, transit and bike network. This issue is particularly critical in areas where poverty levels are high and populations are more dependent on public transportation or walking to services. Roads such as Sandy Boulevard and Powell Boulevard (state highways) are examples of streets where these conditions meet.



Incomplete sidewalks on arterial streets create pedestrian safety issues.



Pedestrian safety is an issue at East Portland's busy intersections.

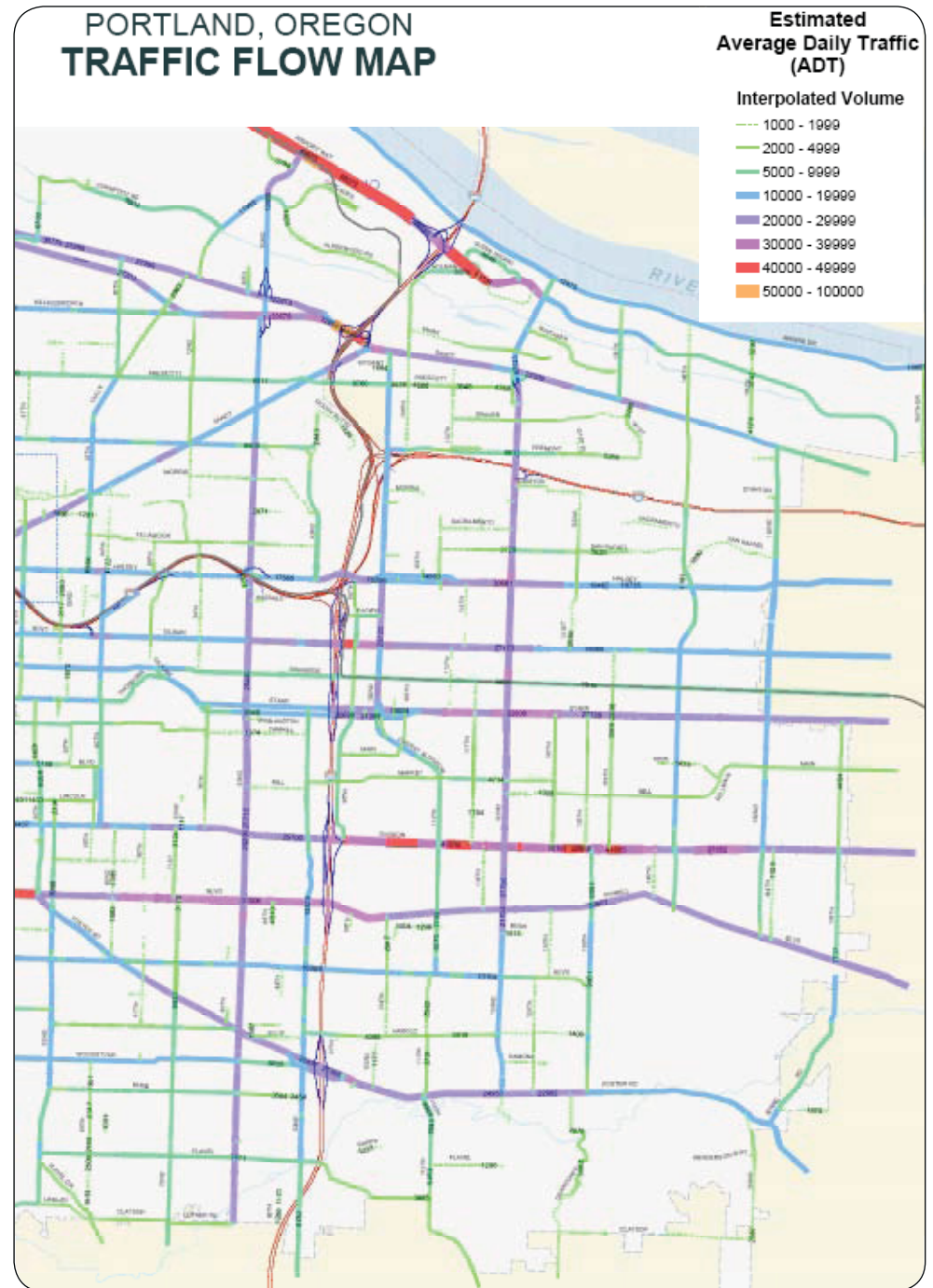
Traffic Congestion

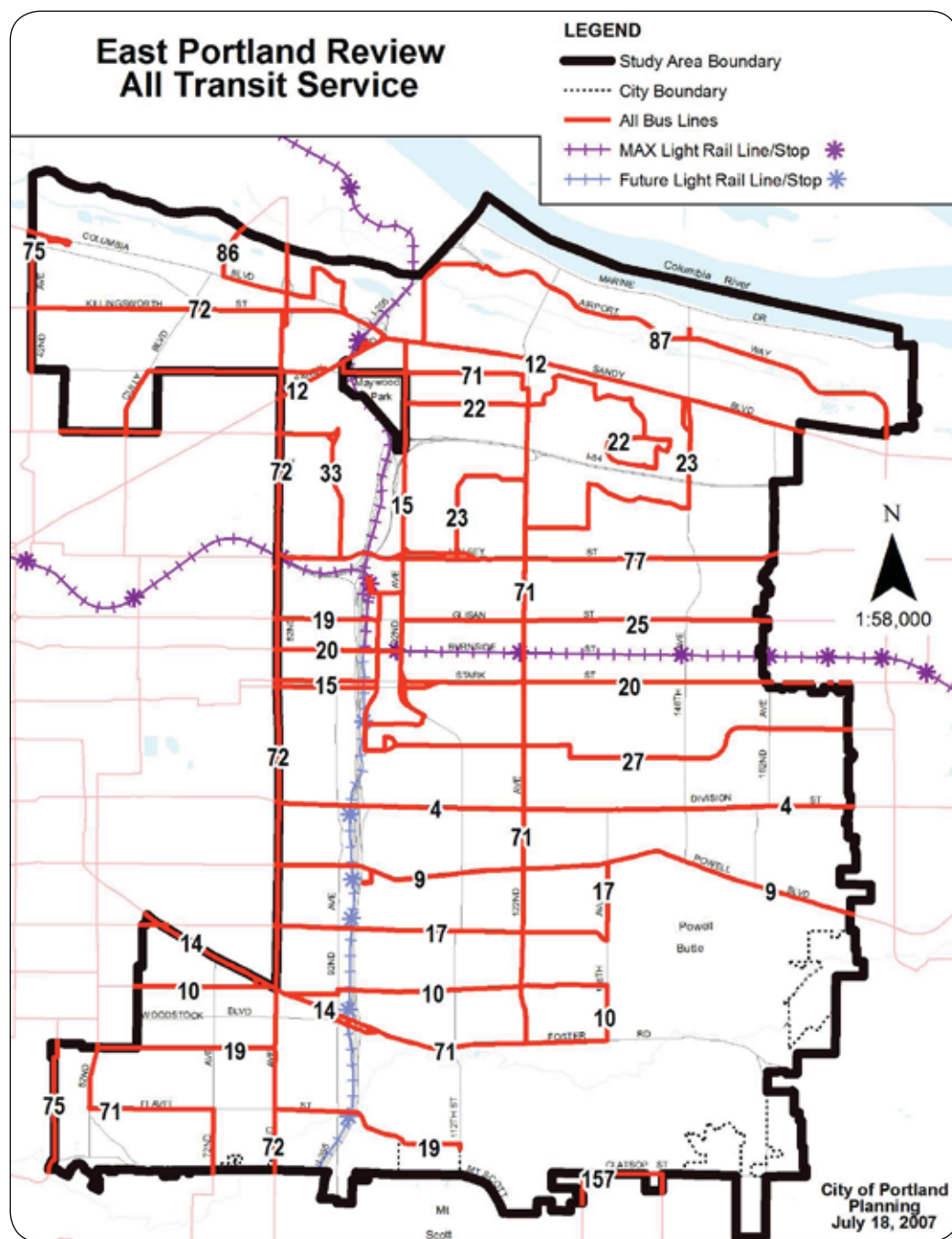
Traffic congestion is an increasing concern to study area residents. In many areas street connectivity is limited – traffic generated by local residents and businesses as well as pass through traffic is directed to the key arterial streets serving the area. Some of these streets have reached high traffic volumes, and experience congestion during peak hours. Turning movements onto major arterials can be problematic at peak hours, which is a result of poor connectivity and few signalized intersections.

The Traffic Flow Map shown here displays the average 24-hour weekday motor vehicle volumes on City of Portland streets. The counts are averaged from counts collected between January 1, 2000 and March 7, 2005. The map does not display traffic volumes on the freeway system under state jurisdiction. The counts are not adjusted for trucks or seasonal variations. Volume range classification is interpolated from current and legacy data.

Connections between and to Local Streets (Street Connectivity)

Due to its post WWII suburban, cul-de-sac development pattern, the study area lacks a fine grain street grid and local street connections often found in inner Portland neighborhoods. The result is that traffic – vehicular, pedestrian and bike – is often directed to the major arterial streets in the area, even for local trips. This adds to the overall level of congestion on arterial streets and often creates out-of-direction travel for trips. In some areas, new street, pedestrian or bicycle connections may improve connec-





tivity to commercial areas and other facilities, including schools and parks. However, this street pattern and general lack of frequent connections will likely continue into the future.

The lack of connectivity and infrequency of streets also has implications for urban design in the area. With few streets, new development often derives access to existing streets by creation of flag lots with driveways, or via private dead end streets. This pattern results in privacy concerns for neighbors as traffic from development is routed by existing houses and developments. The Bureau of Development Services *Land Division Monitoring Report* (2007) addresses this issue in more detail.

Transit Service and Connections to MAX

The study area features MAX light rail service with stops at 82nd Avenue, Gateway, 102nd Avenue, 122nd Avenue, 148th Avenue, 162nd Avenue, and Parkrose/Sumner. With development of the new Green Line MAX in the I-205 corridor, stations at SE Main, SE Division, SE Powell, SE Holgate, SE Foster, and SE Flavel will be added.

Bus transit service is located on most east-west arterials, providing east-west connections to downtown Portland and other destinations and to north-south transit lines. North-south transit service in the study area is somewhat limited, however with key lines including 82nd Avenue, and 122nd Avenue, in addition to the soon to be open green line MAX. North-south transit service is limited east of 122nd Avenue, with the next north-south connection located in the

PLANS AND PROJECTS

Transportation System Development Charge Rate Study

An Update of Transportation System Development Charges (TSDC) report has been prepared for the City of Portland. This report includes a City-wide TSDC capital improvement project list as well as the rate study, which is the methodology for determining TSDC fees. A TSDC is a one-time fee assessed on new development to help fund the cost of public improvements to serve a growing population. Under state law, the fees collected may only be used to fund capacity-increasing projects for future users, and cannot be spent on correcting existing deficiencies. The City Council then reviews and adopts a final list.

A new TSDC project list was developed in 2007 to maximize funding opportunities, such as grants and partnerships, with local, state and federal sources in order to fund as many of these projects as possible. In addition to the 41 projects, the rate study project list also contains the Twenties Bikeway and Flanders Bike and Pedestrian Bridge projects to serve areas with high potential for future non-motorized trips. As none of these projects can be fully funded by TSDCs, all of the TSDC projects require matching funds; and therefore, not all projects on this list are expected to be funded and constructed.

MAX Station Area Planning

The Bureau of Planning and Office of Transportation are initiating a planning effort to explore development and transportation issues near MAX light rail stations in the study area. The effort is designed to improve opportunity for transit oriented development (TOD) around the MAX stations, and is likely to include proposals for street system improvements to facilitate multi-modal use, and better development orientation.

82nd Avenue Safety Project

The 82nd Avenue of Roses High Crash Corridor Safety Action Plan is being conducted by PDOT in cooperation with ODOT and other agencies to explore ways to improve safety for motorists, bikes and pedestrian on 82nd Avenue.

Safe Streets Initiative: High-Crash Location Safety Improvements

The Portland Office of Transportation has identified several safety projects at high crash locations to be funded with one-time-only City general funds. These projects are to be built in 2007 and 2008. Studies to identify vehicle safety improvements are also planned at the following high crash locations within the study area:

- SE Division St at 82nd Ave
- SE Foster Rd at 92nd Ave
- SE Foster Rd at 82nd Ave
- SE Powell Blvd at 92nd Ave
- SE Powell Blvd at 174th Ave
- NE Glisan St at I-205 NB freeway ramp

Transportation System Plan

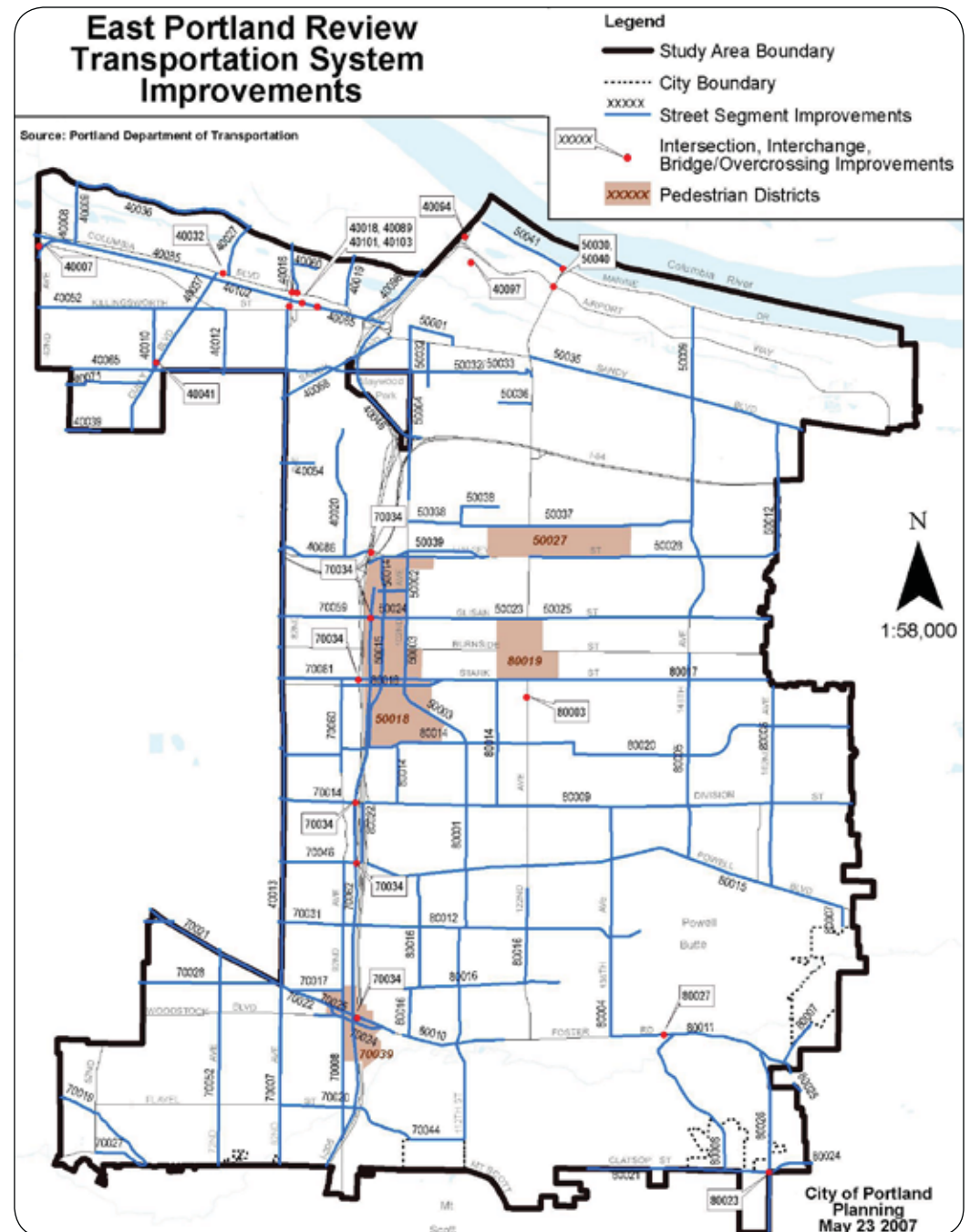
The Transportation System Plan (TSP) is the 20-year plan for transportation improvements in the City of Portland.

The goal of the TSP is to provide transportation choices for residents, employees, visitors and firms doing business in Portland. The TSP supports the region's 2040 Growth Concept, which calls for maintaining thriving communities and a healthy economy while containing urban sprawl. The TSP addresses and complies with a number of state and regional goals, policies and regulations.

The TSP describes what the system should look like and what purpose it fulfills. The policies, street classification maps and street plan maps in the TSP are adopted as part of the Comprehensive Plan. An update of the TSP is scheduled for 2008.

TSP Street Classifications

Street classification descriptions and designations in the TSP describe the types of motor vehicle, transit, bicycle, pedestrian, truck and emergency response movement that should be emphasized on each street. They are used to determine the appropriateness of street improvements and to make recommendations on new and expanding land uses through the land use review process. Classification descriptions are used to describe how streets should function for each mode of travel, not necessarily how they are functioning at present. The classification maps and descriptions can be found in Chapter 2 of the TSP.



TSP Projects

The TSP includes a list of planned transportation facilities and major improvement projects citywide. The TSP projects in East Portland are identified on the accompanying Transportation System Improvements map. Full descriptions may be found in the TSP.

POTENTIAL FUTURE APPROACHES

Safe, Sound and Green Streets Project

ISSUE 4: Community Safety

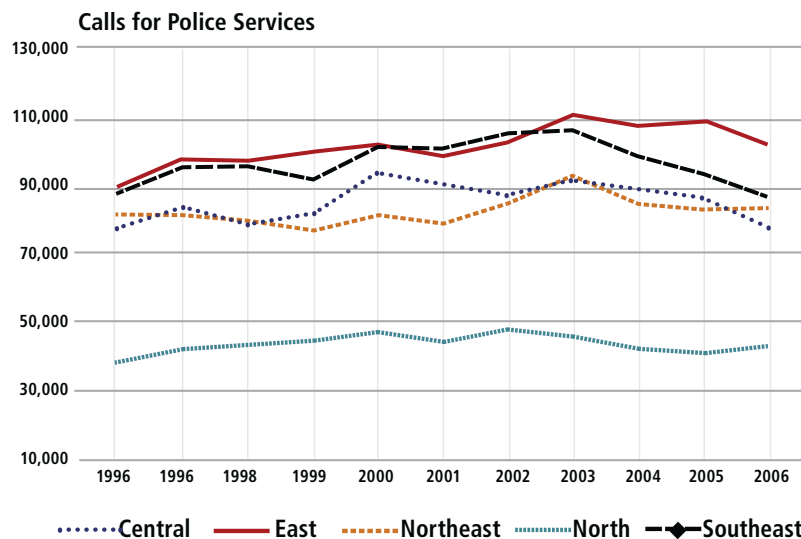
The study area is served by three Portland Police Precincts: the East Precinct serves the majority of the area, including the entire area east of I-205; the Northeast Precinct serves the area around the Cully neighborhood, and the Southeast precinct serves areas west of 82nd Avenue south of I-84.

While crime rates in the study area, and in Portland overall, have declined in recent years, public safety remains a concern for many in the community. The study area was a location of significant drug activity, particularly related to the so-called Methamphetamine Epidemic, which was on the rise prior to limitations on over-the-counter Psuedephederine (used for home manufacture of the illegal substance).

Increasing Calls for Police Services

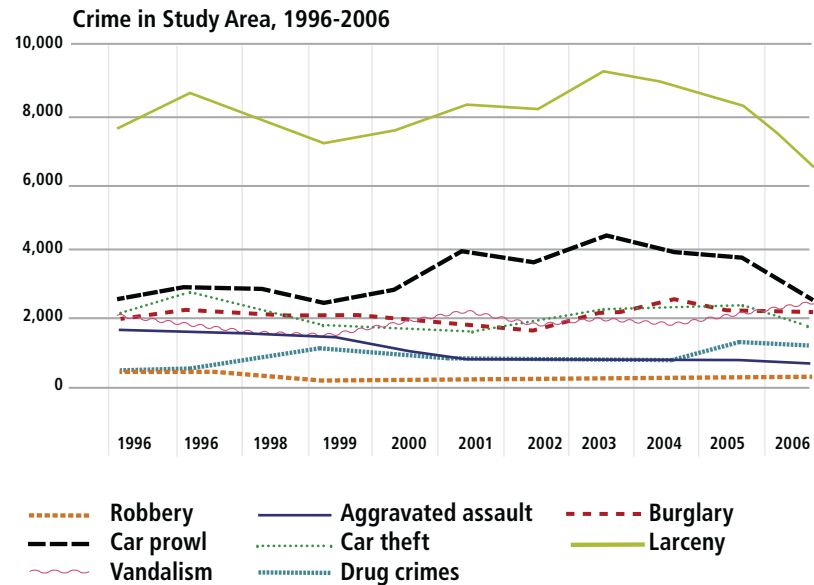
With a growing population, the study area has generally seen an overall increase in police calls for service. Calls for service may be viewed as a “livability” measure in that they represent the number of times police respond to issues, rather than make arrests. Such responses may result in prevention of crimes, and are often used to settle minor disputes or other livability concerns before they escalate.

Since 2002, the East Precinct has led other precincts in calls for service, although there was a decline in the number of calls from 2005 to 2006. In comparison, Since 2002, the Southeast, Northeast and Central precincts have seen a sharp drop in calls for service, while North has experienced a more subtle reduction.



Crime Rates in the Study Area

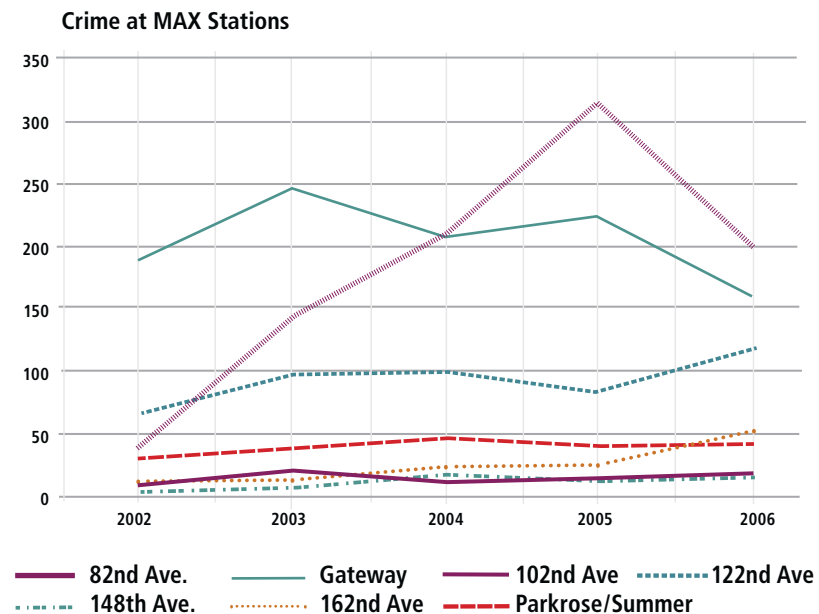
The accompanying chart shows crime rates in the study area over the past ten years. The chart shows an increase in non-violent and property crimes (larceny, car prowling, car theft, and burglary) in the period beginning in about 2000, with a drop-off in 2004. Over the past several years much has been written about increased crime in the study area, particularly drug crimes and the associated property crime related to drug use or manufacture. Drug crimes and vandalism appear to remain relatively stable between 2000 and 2004, but show an increase in 2005-2006.



Safety at MAX Light Rail Stations

Over the past several years residents and business people have expressed increasing concern about criminal activity and threatening behavior at MAX station platforms and adjacent park and ride facilities. The community has also stated concerns about the use of MAX trains in mid-Multnomah County for drug trafficking. This issue is problematic for MAX riders as well as for adjacent and nearby property owners and users.

Statistics from the Portland Police Bureau are shown on the accompanying chart. They indicate that crime at the 82nd Avenue Station has seen a substantial increase from 2002 to 2005, with a marginal reduction in 2006. Crime at 122nd Avenue and 162nd Avenue appears to be on an upward trend, with an increase noted between 2005 and 2006.



ISSUE 5: Population Growth and Change – Impact on Community Services

The East Portland study area is growing rapidly and changing significantly, with increasing household size and larger numbers of school-age children, increasing diversity and in-migration, and concentrations of poverty. These trends pose challenges for schools, libraries, and other community and social services that serve this area.

School Enrollment and Capacity

The study area is served by several school districts. Western portions of the study area (west of I-205) are served by Portland Public Schools. Areas east of I-205 are served by the Parkrose School District, David Douglas School District, Reynolds School District, and Centennial School District. The David Douglas School District is entirely within Portland; the Parkrose School District serves Portland and the City of Maywood Park. The Centennial and Reynolds school districts serve areas on the eastern edge of the study area, as well as areas further to the east.

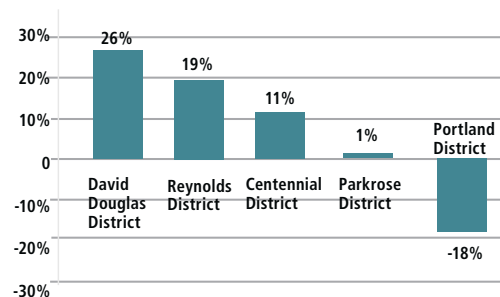
Student enrollment for the study area in general is increasing, counter to trends of declining enrollment in inner Portland neighborhoods. This growth in enrollment may be attributed to several factors, including broader shifts in demographics in Portland and the region, and the creation of new housing that serves households with children.



Enrollment in study area school districts continues to increase.

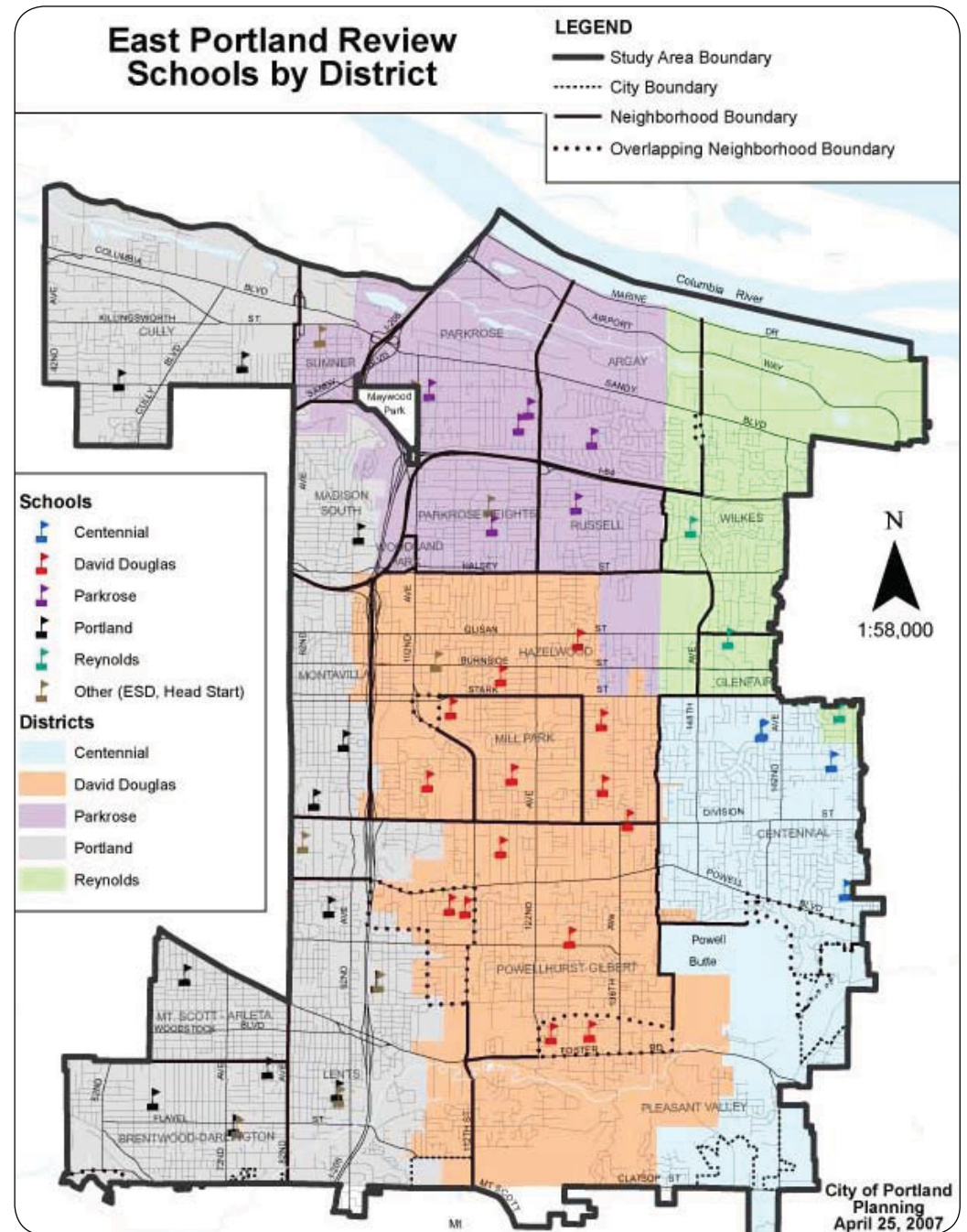
Among the school districts serving the area, enrollment in David Douglas schools is growing most substantially: 36% over the past 10 years. Increases in enrollment are beginning to exceed the district's capacity to fund and develop facilities to serve the population. In order to meet growing enrollment, the district opened two new schools over the past five years: Earl Boyles Elementary (2002) and Ron Russell Middle School (2005). The district needs to develop a new elementary school to meet growing enrollment, but was unsuccessful in passing a recent bond to fund construction. Complicating the bond issue is a tax base with a moderate level of assessed value, and a significant portion of properties in the district that are subject to tax revenue constraints such as urban renewal areas (Gateway), and transit-oriented development, homebuyer

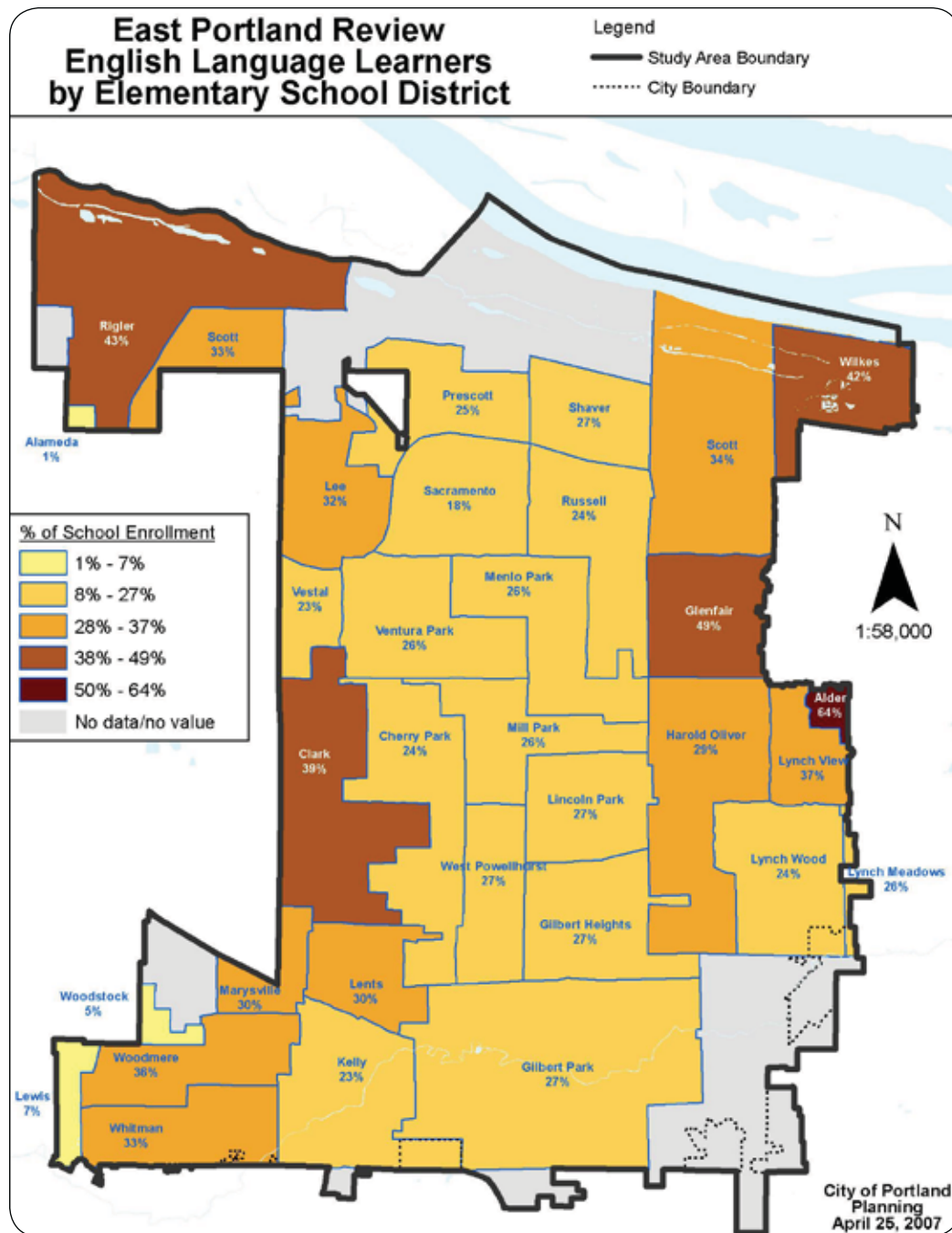
**School District Enrollment
% Change from 1997-2006**



opportunity, and non-profit housing tax abatements. David Douglas High School, the district's sole high school, competes with nearby Reynolds High School as the largest in Oregon with over 2,700 students.

Both the Reynolds School District and Centennial School District are experiencing significant growth, however a large portion of the growth also comes from areas outside Portland city limits. Parkrose School District has grown to a lesser degree; this correlates to more stable land use pattern with fewer residential development opportunities located in this portion of the study area. While the Portland School District is losing enrollment overall, most schools in the study area show strong enrollment and growth.





Increasing Diversity and an Array Of Languages Challenges Schools

Demographic shifts in Portland neighborhoods have resulted in a greater ethnic and racial diversity in the study area, and recent immigration has resulted in a greater number of languages being spoken at many study area schools. For example, in the David Douglas School District between 1996 and 2006, ESL enrollment of English Language Learners (ELL) increased from 6% to over 25%, with the actual number of ELL students rising from slightly over 400 to nearly 2500 – an increase of over 500 percent. The accompanying map shows the percentage of ELL students at each of the study area elementary schools in 2006.

Increasing Poverty in Some Locations Presents School and Community challenges

Information about students who receive free or reduced price lunch provides valuable insight into changing socioeconomic conditions around certain schools. In 2006, Glenfair, Rigler, Whitman, Kelly, Ventura Park, and Mill Park elementary schools all had populations of which over 80% of students received free or reduced lunch assistance. In the study area, (with the exception of Alameda, Woodstock and Lewis, which have limited study-area overlap), all other elementary schools had student populations of which over 50% received lunch assistance. This figure is a likely indicator of some financial distress for households, which affects families' ability to pay for daily needs such as rent and utilities, as well as their ability to support commercial services and retail in the study area.

Demand for Services Increases with Population and Special Needs

Library

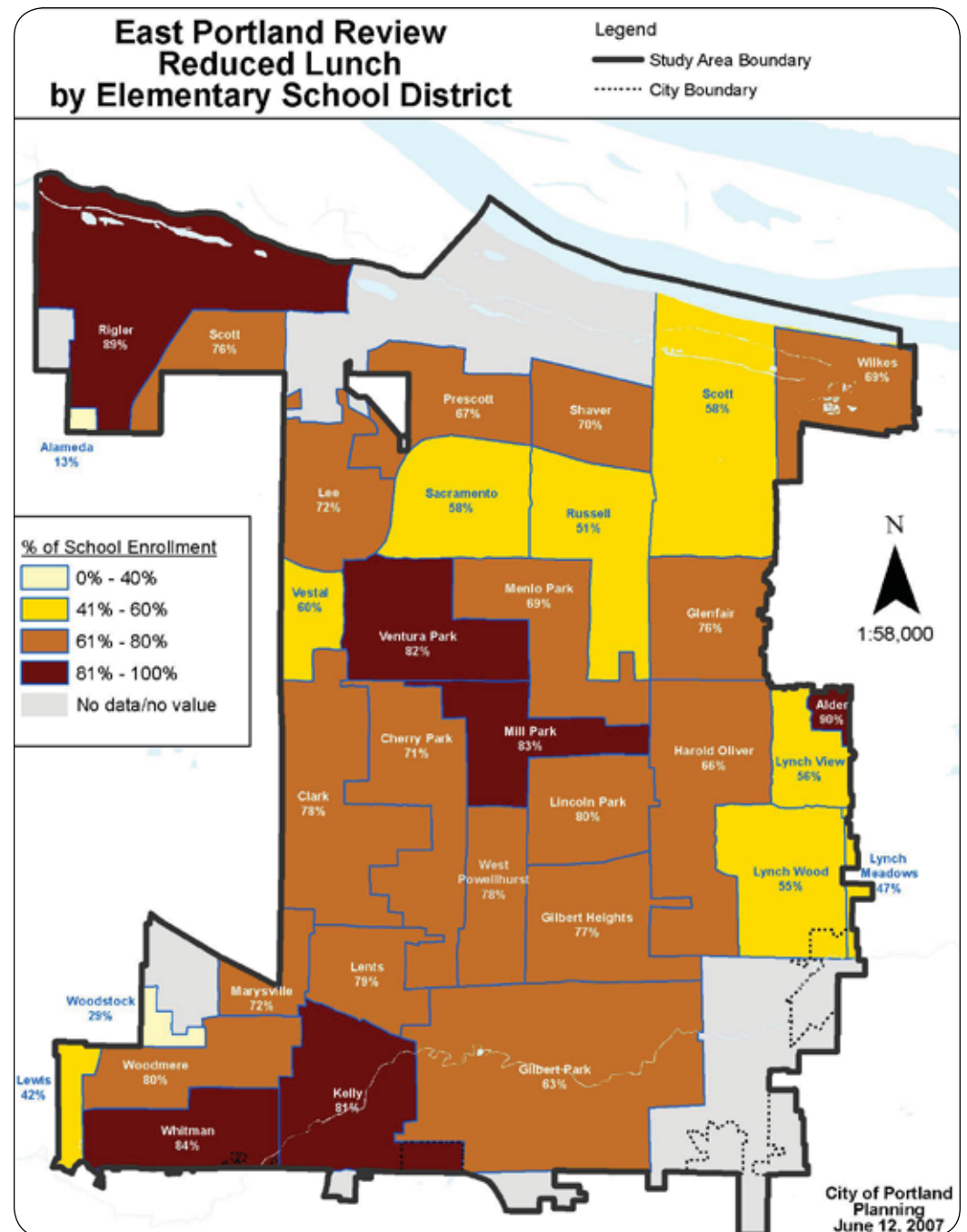
The study area is served by the Multnomah County Library system. One branch – the Midland Regional Library – is located within the study area on SE 122nd Avenue and Morrison Street. The area is also served in the Northwest by the Gregory Heights Branch (7921 NE Sandy); in the southwest by the Woodstock Branch (6008 SE 49th), and in the east by the Rockwood Branch (17917 SE Stark). With increasing population, there may be additional demand for library services in underserved portions of the study area.



Midland Library

Social and Other Services

Multnomah County also provides community health services in the East Portland area. Several other non-profit organizations provide services in the area. These include Human Solutions, Portland Impact, IRCO, and Portland Habilitation Center.



PLANS AND PROJECTS

Schools, Families, Housing

The City of Portland's Schools, Families, Housing Initiative is designed to explore the relationship between housing, affordability, family amenities, and school health and viability.

Safer Routes to School

The Safer Routes to Schools program is administered by the Portland Office of Transportation and aims to improve the safety and functionality of pedestrian and bike facilities near schools to foster walking and bicycling as a safe and enjoyable alternative.

ISSUE 6: Loss of Trees and Landscape Character

Portlanders value trees for the beauty and character they provide to neighborhoods and urban streetscapes. Trees also contribute value to the community by improving the quality of the air we breathe; shading streams, streets, and buildings during the summer; reducing stormwater runoff; and providing habitat for birds and other wildlife. In addition to serving as the workhorses of an urban ecological system, trees enhance the economic value and desirability of neighborhoods and individual properties.

Loss of Trees in New Development

In developing portions of the study area, much of the greenery and mature trees that were a dominant feature of the landscape are lost when new development occurs. City tree preservation and landscaping codes require retention of a percentage of significant trees during land division processes, but until recently many decisions about the long-term viability of on-site trees has been left to the judgment of arborists employed by applicants. Additionally, the rules for tree cutting on developed and developable properties are not always clear, and responsibility for monitoring and permits rests with multiple bureaus. City landscaping codes require replacement trees in new development, but these immature trees often do not offer the same aesthetic or ecological values that the mature trees do. Finally, illegal tree cutting occurs in some instances; the penalties for such actions are generally incapable of compensating for the loss of the existing trees.



New development often results in significant tree loss, changing the character of neighborhoods.

Landscaping in New Development

New development – whether an infill residential structure, a commercial development, or a large subdivision, generally triggers a requirement for on-site landscaping. The landscaping regulations in the Portland Zoning Code have evolved over a period of time, however many community members believe that citywide landscaping requirements do not adequately protect existing large trees in new development, and may not adequately address desired landscape character.

Douglas Firs – *providing character for the area*

Unlike many inner Portland neighborhoods, many parts of the study area host significant stands of Douglas Fir trees. The Douglas Fir tree, named after Scottish Botanist David Douglas, is such a defining characteristic of the area that the local school district is named after Douglas. Fir trees are an evergreen species native to Oregon, providing year-round greenery. Douglas Fir trees

are significant to many community members in providing a special “green” character that is different than more urbanized parts of inner Portland where deciduous trees are more prominent. Because of their growth characteristics, mature Douglas Fir trees lost to development are not easily replaced with smaller caliper trees. Many in the community seek a method to preserve more of the Douglas Fir stands and improve regulations that provide protection for these trees in development proposals.

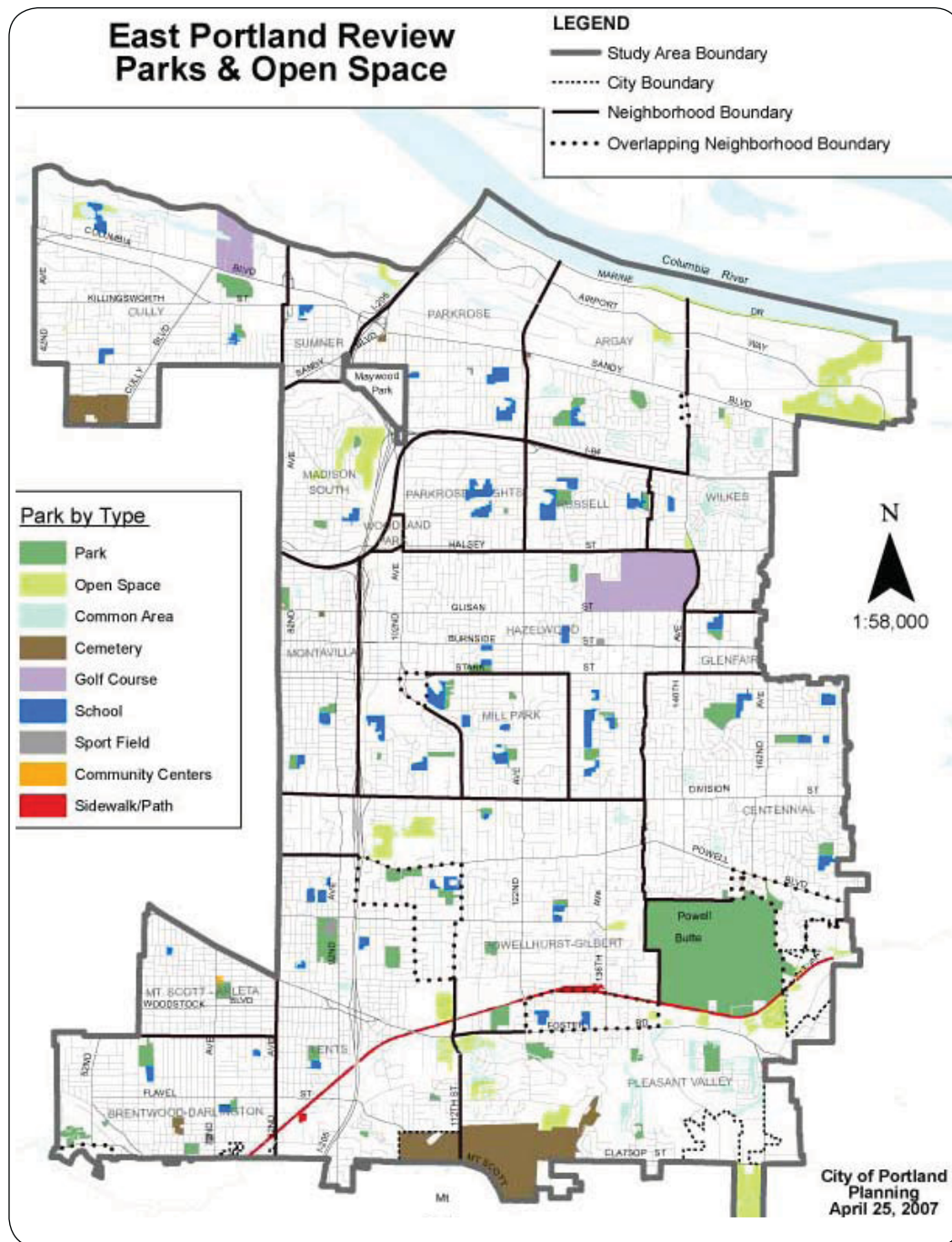


Douglas Fir trees are a defining characteristic of East Portland.

PLANS AND PROJECTS

Tree Initiative

The Portland Urban Forest Management Plan (UFMP) Draft Action Plan (November 2006) identified an urgent need for clarity and consistency in the City’s policy and regulatory framework related to trees. The City of Portland Bureau of Planning is beginning a “tree initiative” to address many of these issues on a city-wide level. The initiative will be coordinated by the Bureau of Planning and will be a multi-bureau effort to explore policy and regulatory issues related to tree preservation and replacement tree canopy.



ISSUE 7: Parks, Recreation, and Open Space

Portland Parks and Recreation (PP&R) owns and operates 72 parks and facilities within the East Portland study area. This includes “developed” parks, natural areas, trails, community gardens and community centers. Recreation facilities in the area are somewhat limited compared to older inner Portland neighborhoods. Some parks are “undeveloped,” have minimal facilities, or need renovations. One of the reasons for this is that when the City annexed the “east county” area, it inherited parks from the Multnomah County system, many of which were not improved to PP&R standards. In addition some of the park sites have poor access, limited street frontage and visibility, and unusual configurations, which limits their ability to adequately meet needs.

Summary of PP&R Land and Facilities

There are a number of natural resource sites including Powell Butte, Campfire properties, Whitaker Ponds, Rocky Butte Natural Area and Kelly Butte Natural Area.

Leach Botanical Garden, located along Johnson Creek, near SE 122nd Avenue and south of Foster Road, provides both natural resource and cultural/historical values.

Community Gardens are located at Senn's Dairy Park, Rigler Community Garden, Earl Boyles Park, and the Cully Community Garden. New ones are added (if possible) when community demand warrants it, and are contingent on the community providing some support.

The Montavilla and Mt. Scott Community Centers serve the western portions of the study area, while the East Portland Community Center, located in Gateway, serves the broader eastern area with athletic facilities, programs, community events and meeting space. An aquatic facility is under construction at the East Portland Community Center with completion expected in 2008. The Parks Vision 2020 report notes the need for a community center to serve people in the north west part of the study area (Cully) and possibly in the south east area.

The Springwater Corridor trail and the 40-mile loop trail along Marine Drive provide a variety of trail experiences and connect many parks and natural areas.



East Portland Community Center.

Additional Parks and Recreation Resources, Including Natural Resource Areas

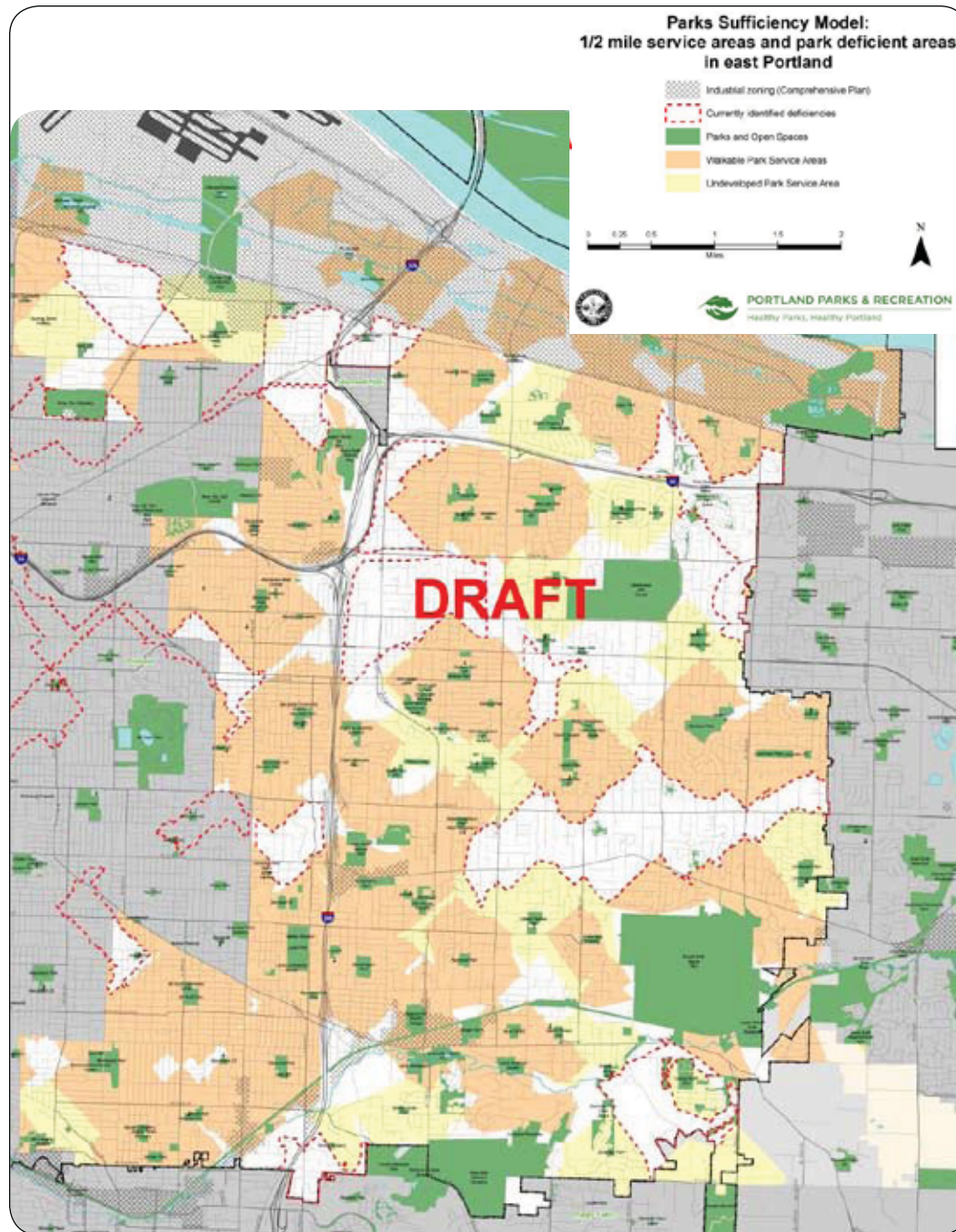
Many of the school sites in East Portland feature adjacent play areas and lawns that are accessible to the public and also supplement the park network in the area.

Parkrose and David Douglas high schools have swimming pools, but they provide limited public service.

Recently, the Portland Water Bureau has begun to open some of its holdings in East Portland for public access. These new "hydro parks" provide passive recreation and open, green space that supplements the formal parks network. Some of these sites may also be appropriate for community gardens.

There are two golf courses in the study area: the Metro-owned Glendoveer Golf Course in Hazelwood, and the privately-owned Colwood National Golf Course in the Cully neighborhood.

The I-205 Bike Path is under construction and will connect with the Springwater Corridor Trail.



Adequacy and Accessibility of Parks and Recreational Facilities

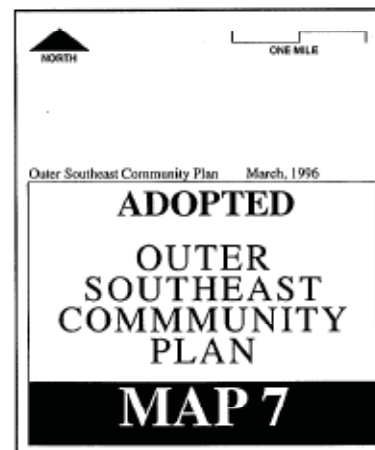
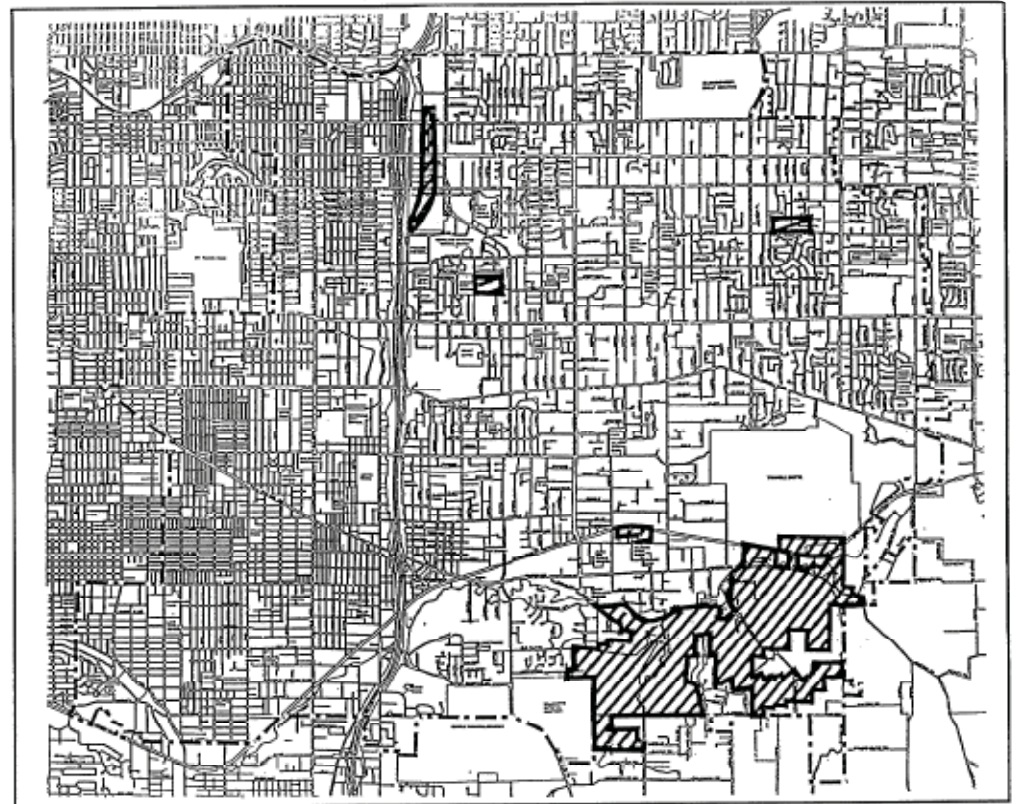
The PP&R Vision 2020 document identified deficiencies and needs in the study area but more recent analysis techniques, including GIS modeling, have given us more accurate information and, therefore, modified the earlier findings. For example, the analyses reveal that many parts of the study area do not have convenient access to a park within a ½ mile (10-minute walk), even though the total number of parks in the study area is relatively high, based solely on population.

The west part of the area has more facilities for active recreation such as the sports fields at Montavilla Park and Lents Park. The east side of the study areas is less well serviced, although the East Portland Community Center, constructed in 1998, serves many recreation needs, and is currently being expanded to include an indoor aquatic facility.

Natural areas are managed for habitat and other resource values, so do not have facilities typical of more developed parks, such as playgrounds, courts, community gardens or sports fields. These properties are acquired on the basis of environmental protection goals, unlike other parks which are based on proximity to people, population and density.


Retaining Natural Areas and Open Spaces

As new development occurs in the study area, additional natural areas and open spaces will be need to be acquired and maintained in healthy condition. These "green areas" do not fulfill traditional park and recreation functions, but are essential in maintaining environmental and watershed health, serving as wildlife refuges, and providing visual relief from the built environment. Examples include areas along the Johnson Creek floodplain in Lents, and the Columbia Slough, that have been acquired for environmental resource protection. Previous planning efforts such as the Outer Southeast Community Plan have also identified other areas, such as steeply sloped forest land in the Pleasant Valley area for acquisition as park land (see map). This issue is discussed in more detail in Issue 8, Environment and Watershed Health.



Open Space and Environment Policy Map

Legend

- Outer Southeast Community Plan Boundary
-  Proposed Park Acquisition

Funding for Acquisition, Improvements, and Maintenance

Parks land acquisition and improvements are funded by a variety of sources, including Bond measures, grant funding, and Systems Development Charges (SDC). Other potential sources of funding include tax increment financing, which is a tool available in the Lents Town Center Urban Renewal area and Gateway Urban Renewal area. Tax increment financing has been used to assist in financing improvements to Raymond Park, Earl Boyles Park, and Lents Park in the Lents urban renewal area. Other than improvements to the East Portland Community Center, to date no new parks have been developed in Gateway. A Metro natural areas bond measure was approved in 2005 and includes local match funds earmarked for park land acquisition in Cully, Argay, and Centennial neighborhoods.

Parks operation and maintenance funding is a challenge due to deferred capital needs and stiff competition for General Fund dollars.



Many East Portland parks lack the facilities and amenities of other Portland parks.

PLANS AND PROJECTS

Both Portland Parks & Recreation and Metro provide for open space needs in East Portland. The following PP&R plans and projects are on the horizon:

East Portland Community Center: An indoor aquatic facility is under construction adjacent to the community center (expected completion in summer '08).

Gilbert Heights Park Improvements: This semi-developed park will be improved with walking paths and other features to increase its recreational value for neighbors.

Terrace Trails Park Improvements: This undeveloped site will be improved to function as a neighborhood park. Design work will begin in 2008.

Parks Master Planning: Master plans for three parks (Clatsop Butte, Beech, and Parklane) will begin in winter, 2008. The consultant selection process is underway with a final selection expected in January 2008.

Leach Botanical Gardens Planning: A master plan is now being prepared for the garden and should be completed by Spring 2008.

Metro funding has made it possible to acquire land for future park development in the Argay, Centennial, and Cully neighborhoods.

Metro Bond funded natural area purchases in Johnson Creek and Columbia Slough Watersheds.

ISSUE 8: Environment and Watershed Health

The East Portland study area faces a number of challenges relating to environmental quality and watershed health

General Watershed Conditions

The area contains portions of Portland's Johnson Creek, Willamette River, and Columbia Slough watersheds. Topography ranges from the flat and gently sloped areas of the Columbia Slough watershed, to the steeply sloped ravines and buttes of the Johnson Creek watershed. Approximately 50 miles of streams and 220 acres of wetlands remain, primarily in the northern and southern portions of the study area.

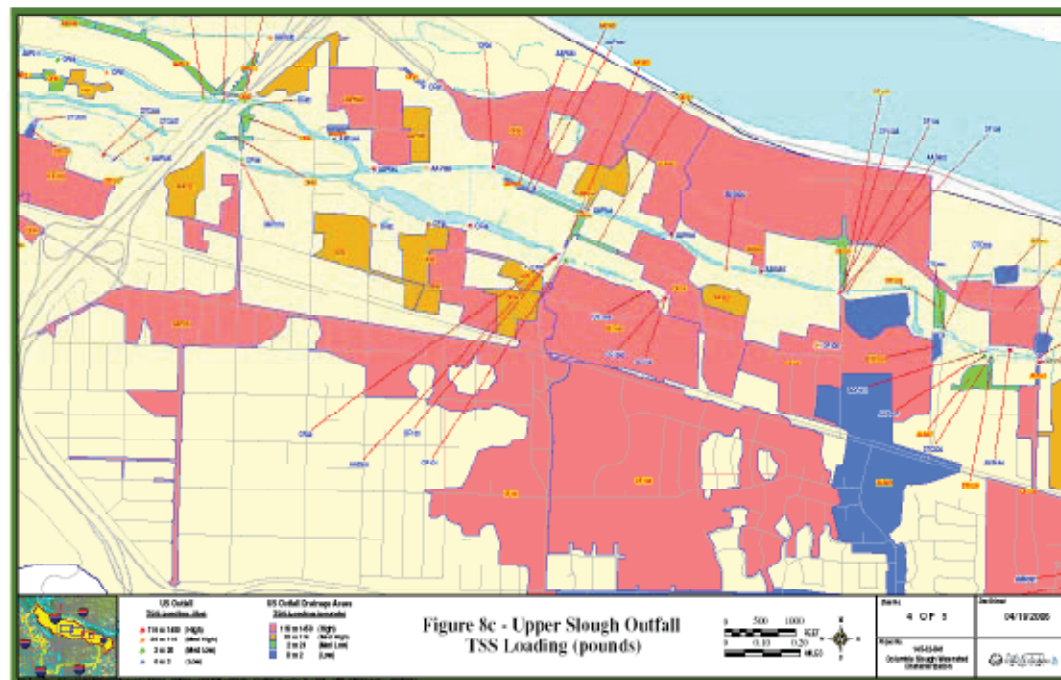
Most of the study area neighborhoods contain between 30 and 50 percent impervious area (streets, parking lots, buildings, etc.) Only Argay/Wilkes, Pleasant Valley and Pleasant Valley/Powellhurst-Gilbert neighborhoods contain less than 30 percent impervious surface. Ardenwald-Johnson Creek, Brentwood-Darlington, and Argay (North of Sandy Blvd.), are more than 50 percent impervious. Hazelwood and Mill Park neighborhoods are 81 percent impervious. Research has shown stream health to begin deteriorating when impervious area comprises 10 to 20 percent of a watershed. One reason for the deterioration is that impervious surfaces change watershed hydrology by altering how rainwater reaches the waterways.

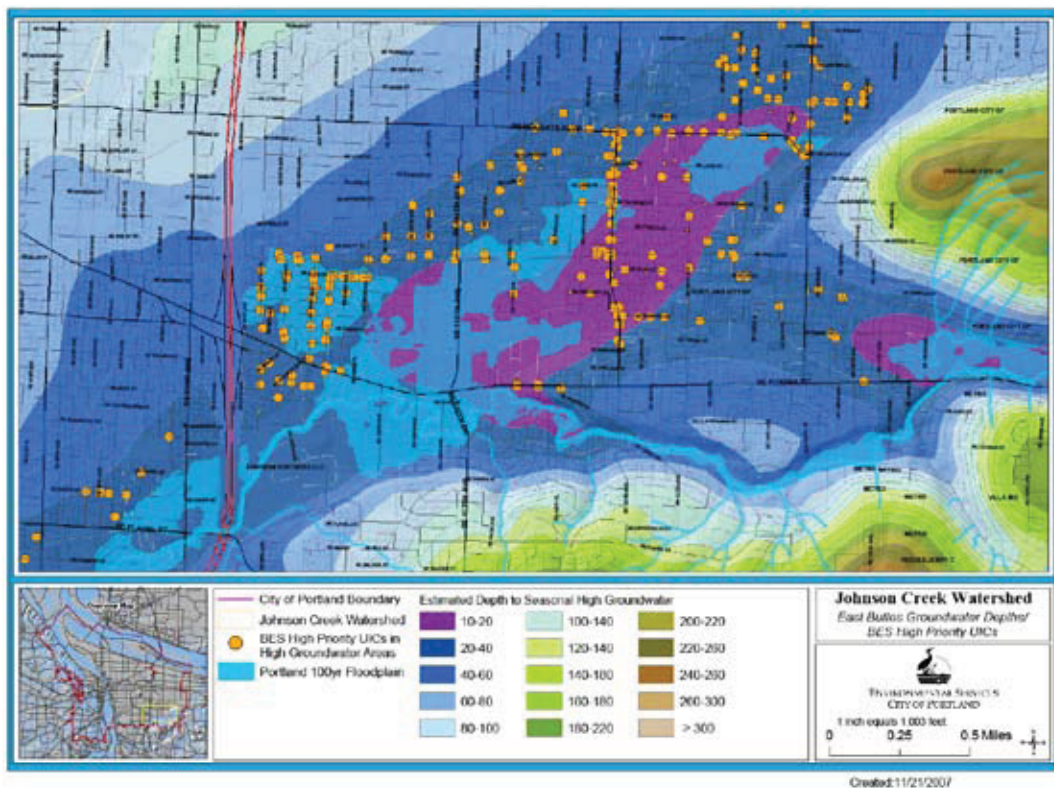


Environmental and watershed health is an issue in developing and existing neighborhoods.

Impervious surfaces collect rainwater, called stormwater, and move it to discharge points (e.g., pipes). This reduces infiltration and groundwater recharge as well as increasing peak in-stream volumes during rain events. Also, as the stormwater moves over impervious surfaces it picks up pollutants like oil, grease, heavy metals, and dirt. When the stormwater is discharged through pipes, the pollutants end up in the waterway. Many pollutants of concern attach to soil particles, therefore measuring Total Suspended Solids (TSS) is one way to track water quality. Some of the neighborhoods in the Columbia Slough have high TSS loading, which means too much soil and attached pollutants (oil, grease, bacteria, etc.) are being discharged to the Slough. The accompanying map shows areas with high TSS load in pink.

Along with the piped stormwater system, the City currently has approximately 9,000 Underground Injection Control facilities (UICs) that collect stormwater from public rights-of-way and discharge it to the subsurface via stormwater sumps. UICs are prevalent in the eastern portion of the City, where subsurface soils support greater

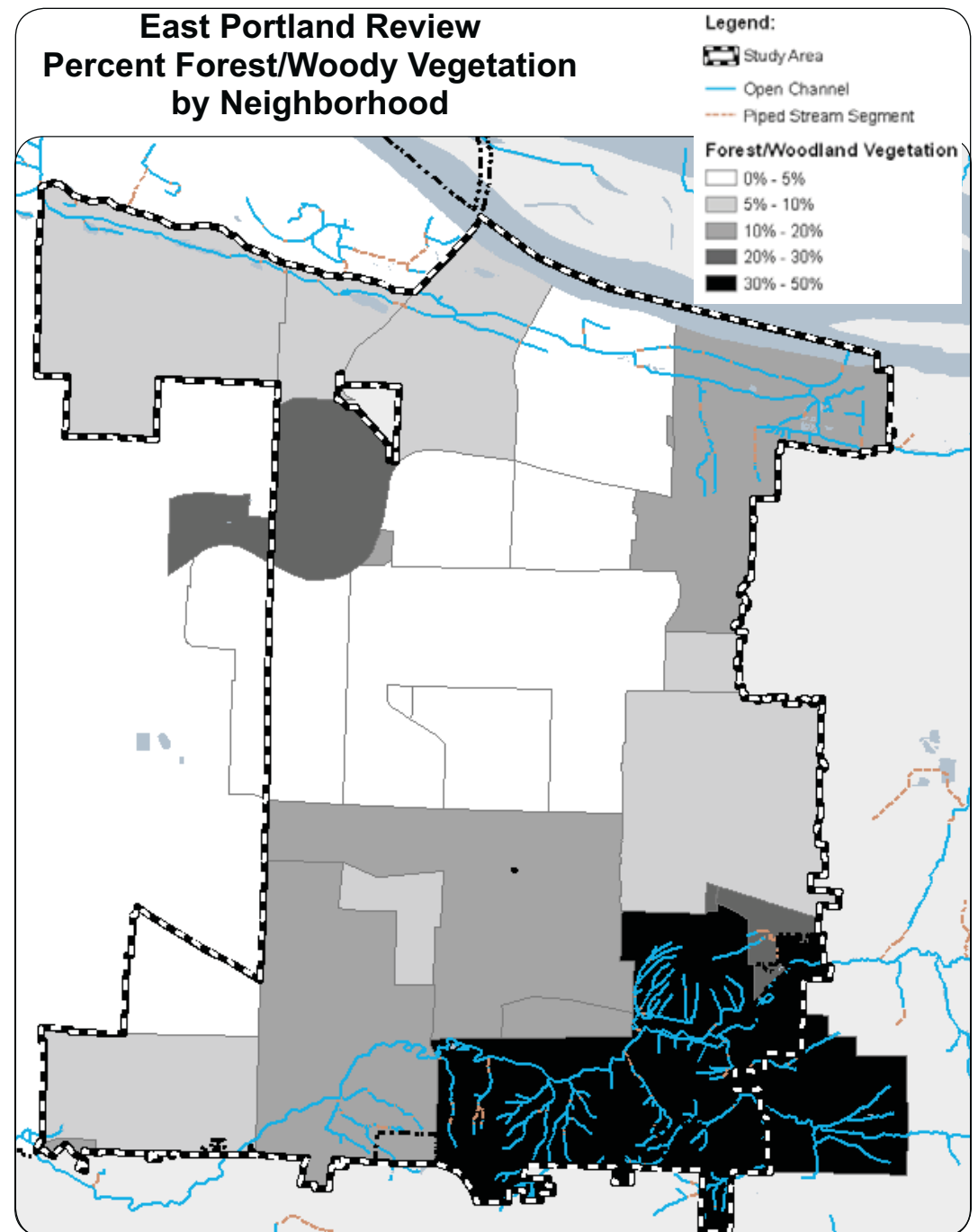


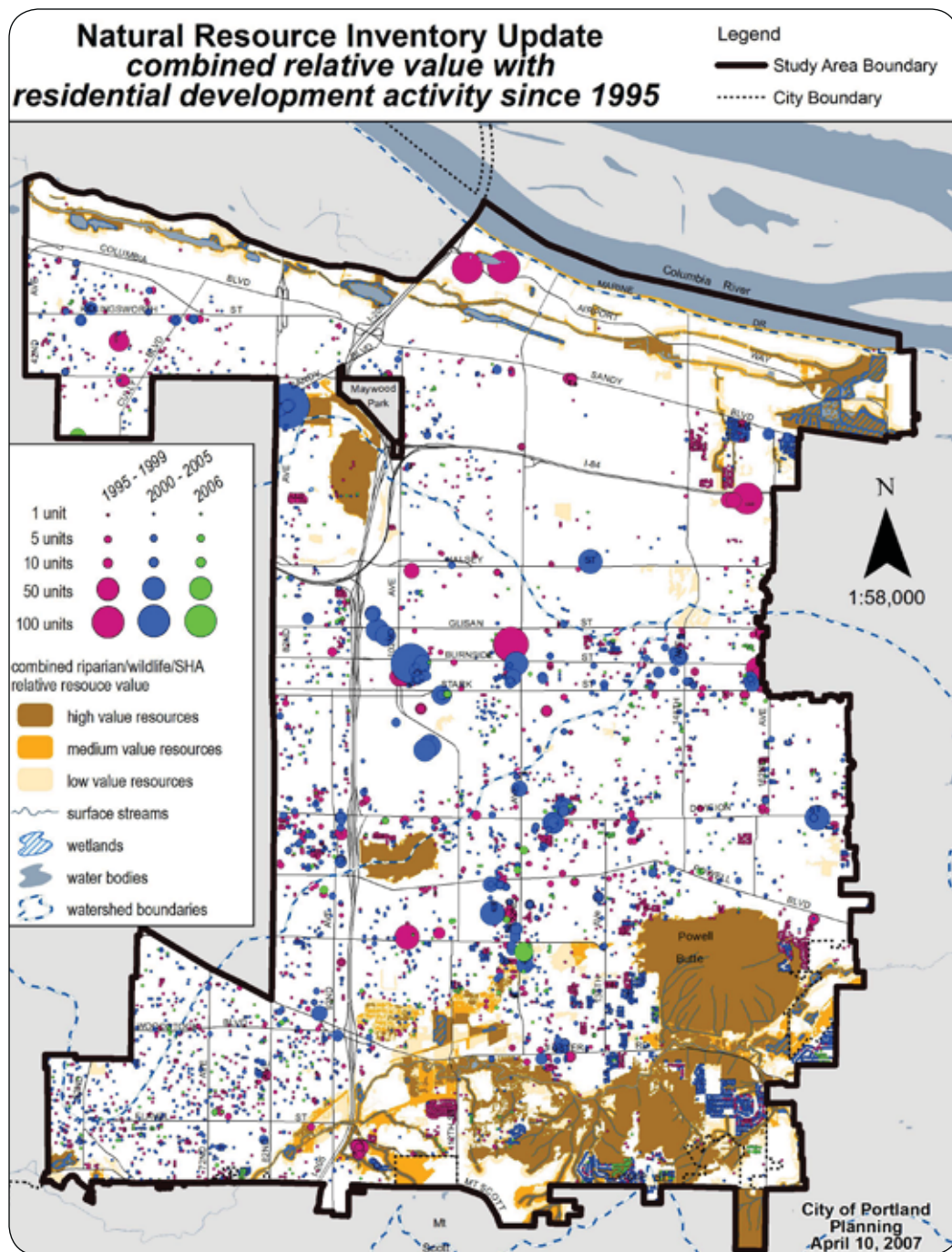


stormwater drainage and infiltration rates. For many areas, especially in the Johnson Creek watershed, UICs are the only form of stormwater disposal available. UICs quickly and efficiently reintroduce stormwater into subsurface soils, which filter and cool the runoff before it finds its way to groundwater and eventually helps recharge streams. In order for UICs to be effective, there has to be adequate separation between the sump and the groundwater. The City evaluated its UICs and found that approximately 400 potentially have inadequate separation distance. These are located primarily in the Johnson Creek/Holgate Lake and Columbia Slough areas. The accompanying map shows UICs in the Johnson Creek watershed in areas of high ground water.

Tree canopy is another measure of overall watershed condition. Tree canopy not only provides wildlife habitat, it also captures stormwater, cools the air and, when the trees are located near the waterway, they shade the water, reducing in-stream temperatures (cool water is a basic requirement of many aquatic species). As areas develop and vegetation is removed, watershed health deteriorates. Only 13 percent of the East Portland study area contains contiguous forest or woodland vegetation patches at least $\frac{1}{2}$ acre in size. Vegetation coverage varies by neighborhood, comprising 0 to 10 percent of the land area in about half of the neighborhoods, 10 to 20 percent in one-third of the neighborhoods, and greater than 20 percent in only three neighborhoods. Pleasant Valley contains the most tree canopy, where forest/woodland patches comprise 48 percent of the neighborhood area.

Some of the larger forest/woodland patches in East Portland are protected by existing environmental overlay zoning, however many are not. Approximately 35 percent of the forest/woodland patches are within the Environmental Protection “p” overlay zone, which strictly limits tree removal or disturbance of sensitive natural resources. Roughly 22 percent of the patches are within the Environmental Conservation “c” overlay zone, which does not prohibit removal of trees but does require mitigation if trees are removed through development. Another two percent of the patches are within the Pleasant Valley ‘v’ overlay zone. The remaining 41 percent of patches are subject to less restrictive tree removal regulations, which allow disturbance or tree removal with little to no mitigation.

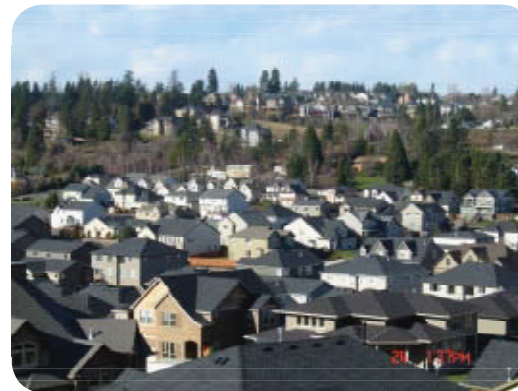




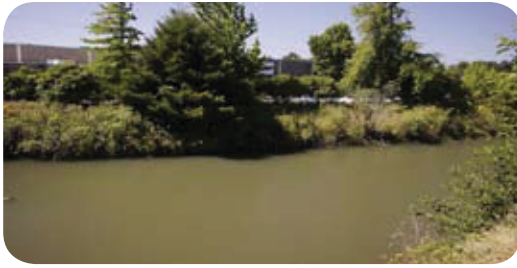
Development Pressures in Areas with Significant Natural Resources

Over the last decade, significant development has occurred in natural resource areas in east Portland. Between January 1995 and April 2007, the City approved 14,994 new residential units in the study area. Of these, 1,063 were approved on residential zoned land that also contained significant natural resources and 625 units were approved on land with areas of contiguous forest/woodland vegetation greater than ½ acre or slopes greater than 25 percent (e.g., buttes in the Johnson Creek Watershed). Many of these areas are located within existing environmental overlay zones. Additional residential units were approved in floodplain areas, commercial zones, and through subdivision of lots formerly in agricultural use.

Industrial and commercial development is also occurring, primarily in the Columbia Slough watershed north of Sandy Blvd, but also portions of Johnson Creek. Typical commercial and industrial development includes large warehouse, loading and storage areas,



Single-dwelling residential development in the Johnson Creek Watershed.



Commercial development along the Columbia Slough.

“big-box” stores, and parking lots. The Columbia Slough waterway and riparian area (50-100 feet from the waterway) have environmental overlay zones that restrict impacts to natural resources.

A growing interest in developing high value natural resource areas has been accompanied by a number of Measure 37 claims against environmental regulations, and requests to ease existing environmental protections. Some developers and property owners have asked that environmental overlay zones and impervious surface restrictions be changed, removed, or adjusted through land use review processes.

Impacts and Implications from Development on Significant Natural Resource Areas

Developing in sensitive environments contributes to a number of problems. In East Portland, these impacts include:

- Loss of trees and vegetation
- Increased impervious areas
- Higher, more fluctuating streamflows
- Slope instability and landslides
- Stream bank erosion, slumping, and sedimentation in waterways

- Increased risk of flood and landslide damage to homes, businesses and infrastructure
- Stormwater impacts on streets, sewers, drainages and floodplain restoration projects
- Loss of aquatic habitat for steelhead trout, Coho salmon, and other aquatic species
- Loss of terrestrial wildlife habitat areas and movement corridors
- Impairment of water quality
- Difficulty meeting compliance obligations (Metro, Clean Water Act, Endangered Species Act)

Environmental Quality in Developed Neighborhoods

Many area neighborhoods are already developed and contain large amounts of impervious surfaces associated primarily with residential and commercial uses. These areas have relatively little remaining vegetation, and lack significant street and yard tree canopy (e.g., Cully, Parkrose and Argay neighborhoods). Stormwater storage and conveyance facilities are constrained. As discussed above, highly urbanized landscapes contribute large amounts of pollutants and sediments to local waterways. Habitat for birds and other wildlife species is limited due to the lack of large vegetated areas and corridors.

A number of neighborhoods are experiencing substantial increases in housing density through infill development and/or small lot subdivisions, including Lents, Hazelwood, Brentwood-Darlington, and portions of



Intact forest vegetation.

the Powellhurst-Gilbert neighborhood. Infill development is an important part of the City’s strategy to meet housing goals, maintain a compact urban form, and avoid sprawl. However, increasing density can also exacerbate existing watershed health problems in already developed areas. Of particular concern to the community is the loss of large stands of conifer trees that provide shade and neighborhood identity, as well as significant watershed benefits.

Impacts and implications of infill development in existing neighborhoods:

- Loss of tree canopy, especially large conifers
- Complicates onsite stormwater management
- Increases basement flooding
- Reduces streets and building shade, causing increased HVAC system demands
- Increases urban heat island, air pollution and health risks

- Increases concentration of oil, heavy metals, fertilizers and pesticides, and pathogens in stormwater, which flows to local streams and drainageways
- Impairs neighborhood character and livability by reducing physical and visual access to greenspaces
- Raises equity and environmental justice issues – due to the disproportionate distribution of impacts

CURRENT PLANS AND PROJECTS

Infrastructure

Green streets – Vegetated stormwater facilities have been built by PDOT, in cooperation with BES, in the Lents Urban Renewal District on streets with inadequate infrastructure. This approach to street construction provides lower-cost infrastructure improvements, while also beautifying neighborhoods.

Resource Enhancement

East Powell Butte Floodplain Restoration Project – The first two phases of this project at Kelley Creek and on the former Brownwood property were developed through BES' Johnson Creek Restoration Program. These efforts reduce local flood risk, while improving water quality and increasing wildlife habitat. Similar projects are planned for the Lents and Powellhurst Gilbert neighborhoods.

Policy/Regulation

Tree Policy and Regulatory Improvement – This project will address key tree-related issues including tree preservation, replacement, and enforcement of tree regulations.

Land Acquisition

Johnson Creek Willing Seller Program – The Bureau of Environmental Services will continue acquiring land within the 100-year floodplain in efforts to conduct restoration projects that will increase flood-water storage and improve aquatic habitat and water quality

Johnson Creek and Columbia Slough watersheds are designated priorities for regional or local purchase with funds from the recent regional bond measure

Metro has already made some significant purchases in the Johnson Creek Watershed.

Education

The City sponsors programs that educate residents and business about watershed health and natural resources. These programs include Slough 101, Soup on the Slough, and Johnson Creek education programs.

Stewardship

The Johnson Creek and Columbia Slough watershed councils, along with Friends of Trees and other community-based organizations, work in partnership with Portland Parks, BES and Metro to restore habitats on public lands and to provide support to private property owners in caring for sensitive lands.

POTENTIAL FUTURE APPROACHES

Conservation Easements

Clean Water Act compliance

The City must comply with Total Maximum Daily Loads (TMDLs) set forth in the Clean Water Act. TMDLs determine how much of a given pollutant a waterway can receive and still meet water quality standards. Part of TMDL compliance will include conserving riparian resources and tree canopy.

Updating City Regulations

Columbia Corridor Project – The Bureau of Planning is proposing a multi-objective planning process for the Columbia Corridor that will bring together City bureaus and community stakeholders (e.g., Multnomah County Drainage Districts, the Columbia Corridor Association, Columbia Slough Watershed Council, and others). The project is intended clarify, simplify and improve existing regulations while meeting City and community goals for watershed and economic health in the Corridor.

Refining/updating environmental zones

– Informed by new inventory information for riparian corridors and wildlife habitat, the City will evaluate whether an update to the existing environmental overlay zones is needed to better correspond with and conserve important natural resources.

Code revisions – Future code updates, like the Environmental Code Improvement Project (September 2005), could be instrumental in addressing loss of natural resources, encouraging sustainable development, and achieving compliance

with regional, state and federal regulations (e.g., Metro Nature in Neighborhoods, Clean Water Act, Endangered Species Act).

Updating Land Use Designations

Reexamining the Johnson Creek Plan District and base zoning could help determine how to optimize City housing/infill targets and watershed health goals and objectives.

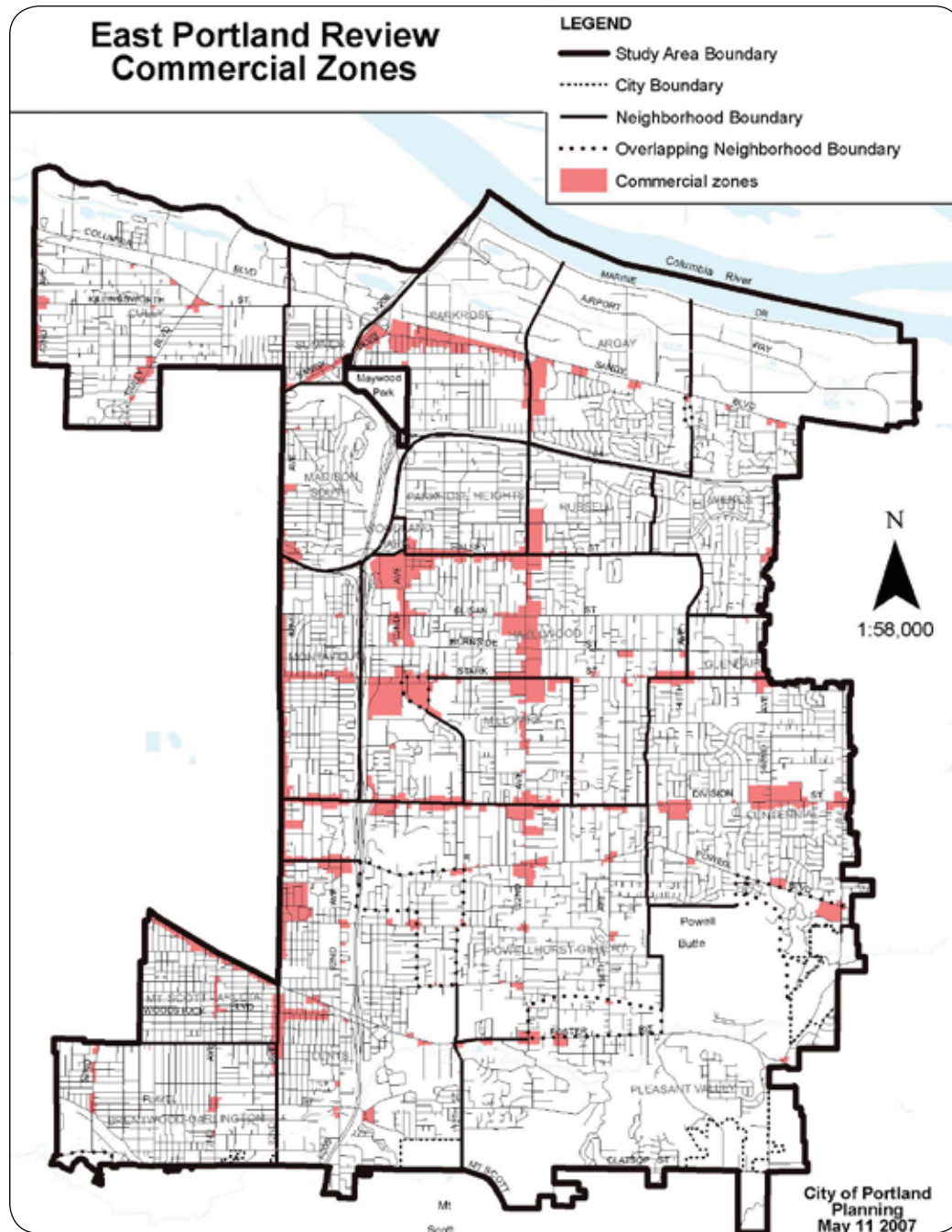
Underground Injection Controls

Identify, evaluate, and implement appropriate alternatives to ensure City-owned UICs meet the requirements for protection of groundwater. Because the incidence of high groundwater may affect UICs in groups and clusters, consolidated surface water management approaches, in areas such as Lents, should be a factor in areawide planning for stormwater management and urban form.

Other

Identifying and documenting previously unmapped significant natural resources such as drainageways, seeps and springs.

Identifying areas for potential mitigation for outfalls draining to Johnson Creek.



ISSUE 9: Commercial Areas – Viability and Convenience

Commercial areas serve many functions in the community. They provide places for local and regional shopping and services, and may also serve as the community's gathering places in some areas. To best serve the community, commercial areas should offer a variety of goods and services and be conveniently accessed by car, transit, bike or walking. In many inner Portland neighborhoods, commercial services are established along "main streets" that were once the location of streetcars and have served as the location of neighborhood commercial activity for decades. In the study area, the Parkrose main street on Sandy Boulevard and sections of Foster Road and 92nd Avenue in Lents retain elements of these types of streetcar-era orientations.

Moreover, because much of the commercial land in the study area was fully developed in the automobile era and on a large scale grid of auto-oriented arterial streets, commercial development has been focused on streets or at intersections of streets with high traffic volumes. Most commercial activity is located at key intersection "nodes" or in an intermittent "strip," as opposed to the main street and storefront form of commercial development found in inner neighborhoods. This auto-oriented pattern has worked in the past, when development intensity was lower, with less traffic, and when travel to destinations by auto was the norm. However, as population and traffic increases, these areas may become more difficult to

access. Access via transit may be difficult, particularly in non-peak hours.

Underserved Areas

Certain parts of the study area may be currently underserved by commercial land and services; other areas may be underserved as population and demand increases. Much of the commercial services provided in the study area focused in key areas: along 82nd Avenue; in Gateway and along Halsey Street; along SE Division Street; and along 122nd Avenue north of Division. Other smaller commercial corridors are scattered throughout: along Sandy Boulevard and Stark Street; with smaller nodes located along outer Powell, outer Foster, and Cully Boulevard. The nodal commercial pattern, combined with a lack of street connections, results in a situation where some neighborhoods cannot easily access local stores and must travel for shopping and services.

Powellhurst-Gilbert

The area south of Division was largely rural or semi-rural tracts that, until recently, were very low density. Because of the previous low density nature of the Powellhurst-Gilbert area, little commercial demand was generated and little commercial development was supplied. The Outer Southeast Community plan changed the dynamics in this area by increasing residential densities along major corridors in Powellhurst-Gilbert: 122nd Avenue, Powell Boulevard, Foster Road, 136th Avenue, and Division Street. The area is now zoned for substantial multi dwelling infill development, either through new development, or redevelopment of existing lower-density developments. Over

time, this will create increased demand for retail sales and services, as well as other types of commercial uses in the area. The plan designated the Lents area on Foster at 92nd Avenue as a town center, and is expected to serve much of the commercial need in this area. However, the Lents area is not well-located to serve the substantial population expected in the Powellhurst area, as it is over 1.5 miles from Lents “as the crow flies” and substantially farther and more difficult to access on the road network or via transit.

Pleasant Valley

The developing areas south of Foster Road are centers of substantial single-dwelling residential development. However little commercial land is available that will provide services for households in this area. The area is adjacent to the developing Pleasant Valley town center area which will provide future services for the area. However, most residents will likely rely on autos to access these services.

Wilkes

The Wilkes area is located at the northeast portion of the study area. Much of this area was developed as medium to large-scale residential subdivisions in the 1970s to 1990s, and does not include much opportunity for commercial development. Some commercially-designated land along NE Sandy Boulevard provides limited neighborhood commercial services. Development of multi-dwelling residential uses in some of these areas limits future commercial development opportunity.

Cully

The Cully area is located in the northwest portion of the plan area. This area is served by a small commercial node on Cully Boulevard and along Killingsworth Street. The area is served by a full-service grocery store, drug store, and other retail, but much of the commercial land in this area is oriented toward business services and non-retail.

Brentwood-Darlington

Like Powellhurst-Gilbert, much of Brentwood-Darlington’s commercial needs were likely envisioned to be met by the reemergence of the Lents town center, as well as commercial development on nearby SE 82nd Avenue and SE Woodstock Street. Small nodes of neighborhood commercial development exist on SE 52nd Avenue and SE 72nd Avenue. The ability of these to serve the area’s growing needs may need further exploration.

Vitality of Commercial Areas

Commercial areas depend on both local neighborhood and broader market areas for customers to support goods and services



Retail uses on the Division “main street.”

sold. Gateway, a PDC urban renewal area (URA) which spans the area from roughly NE Halsey south to SE Main Street adjacent to I-205, contains a large concentration of viable retail and services serving the community. Other concentrations of retail exist along SE Division Street at 122nd Avenue and 148th Avenue; along NE 122nd Avenue at Halsey Street and Glisan Street; along NE Halsey between NE 102nd and NE 119th; along Foster Road west of SE 82nd Avenue; NE 42nd Avenue and NE Cully Boulevard; and along NE/SE 82nd Avenue. A concentration of auto sales uses which serve a larger market area exist along 82nd Avenue (primarily used vehicle dealers) and along 122nd Avenue (primarily new vehicle dealers). A smaller concentration of neighborhood-oriented retail and services also exists at the Lents Town Center, at SE Foster Road and 92nd Avenue. Lents is also a PDC urban renewal area. Commercial office uses are scattered throughout the area, without any significant agglomerations. Significant new office development is anticipated at Gateway and to a lesser degree at Lents in the long term. These areas benefit from excellent multimodal access (Roadway, Freeway, Bus, Light Rail).

In some areas, relatively moderate incomes and modest residential densities may limit the ability of the local market to support health local-serving commercial districts. Examples of areas where these challenges currently exist include Sandy Boulevard, Powell Boulevard, Cully Boulevard and portions of SE Division Street. Moreover many of the districts commercially-zoned sited show a low level of improvements relative

the land value. This may be an indication of older buildings, limited recent reinvestment, and/or high levels of site area dedicated to surface parking lots. See accompanying map.

In addition, many established commercial areas serving the area were built many years ago. Some do not appear to have benefited from significant reinvestment in their site or buildings. These uses may not compete well for retail and service expenditures when compared to newer centers (e.g., Gresham Station; Clackamas Town Center; Mall 205) in other locations within reasonable driving distance.

For more information on commercial area market characteristics, see the Commercial Corridor snapshots at the Portland Bureau of Planning website.

Nodal Pattern of Development

As previously noted, the area is generally built on a large-scale auto-oriented nodal commercial pattern, as opposed to a pedestrian oriented main street pattern. Because of this pattern, most commercial areas are accessed by auto and tend not to be places where neighbors congregate for social interaction. Some places in the study area such as Sandy Boulevard, Cully Boulevard, Lents Town center, and to some extent Halsey Street in Gateway, tend to have a finer-grain texture of development, with smaller storefront-style buildings and local shops that may be more conducive to revitalization of local “place-making” efforts.

Residential Development in Commercial Zones

As noted, much of the commercially-zoned land in the study area is located at key intersections or takes a “nodal” form, rather than the more linear form found in some inner Portland neighborhoods. Also, because of its nodal form and because it occurs less frequently and is more dispersed, commercial areas tend to have more area dedicated to surface parking to accommodate users than do commercial areas in inner Portland. These factors contribute to a somewhat constrained supply of commercial sites in the area.

Residential development is allowed outright in commercial zones throughout Portland. However, when parcels zoned for commercial land in the study area are developed for non-commercial uses, the supply of commercial land is depleted. Overall, there may be a need to assess the supply of commercial land and consider avenues to promote commercial or commercial mixed-use development on commercial sites in order to serve a growing population.



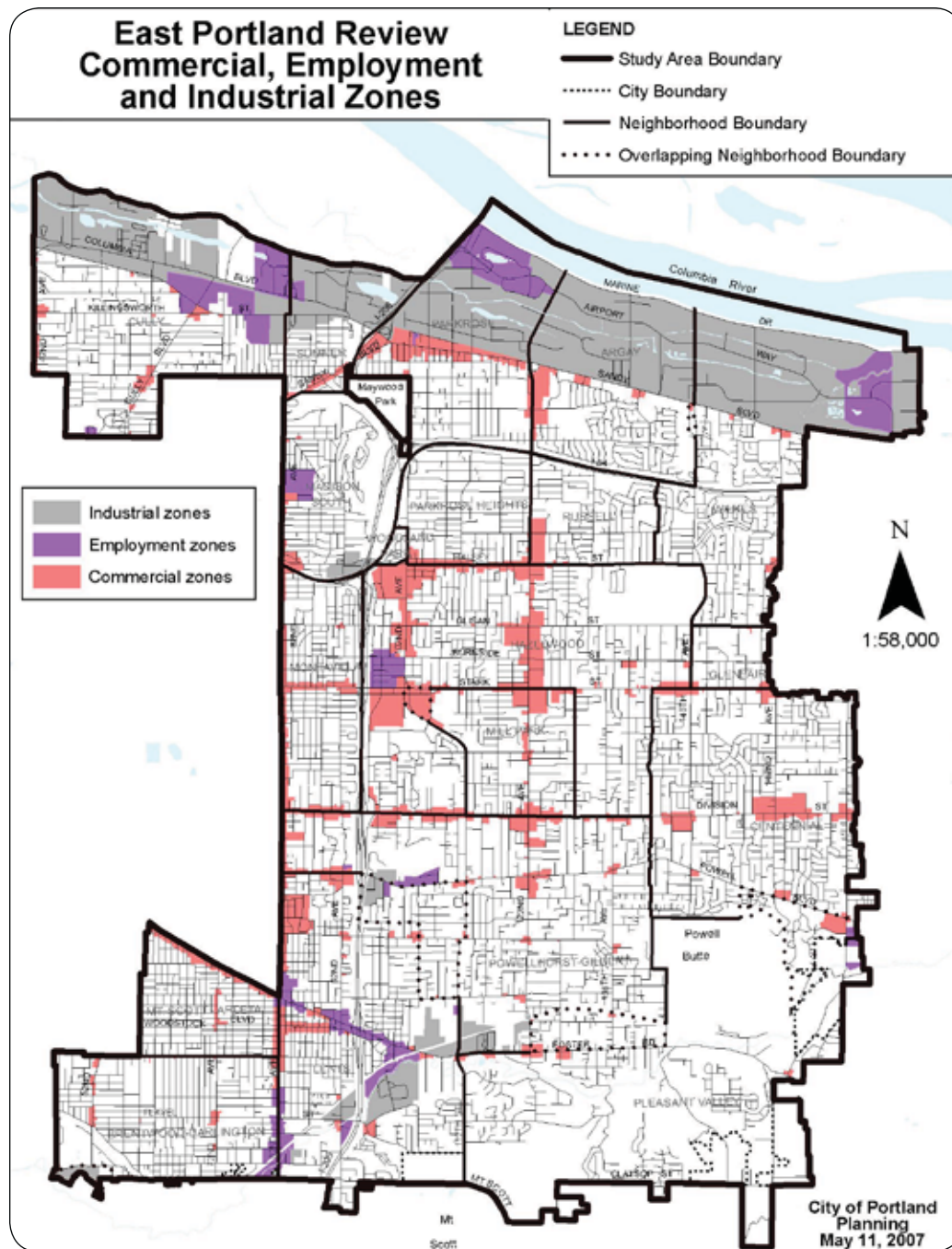
Residential development in commercial zones may limit future opportunity to meet commercial needs.

Design of Sites and Parking Issues

Commercial sites range from storefront style buildings with little or no on-site parking, to businesses on individual sites with on-site parking, to larger shopping centers featuring multiple stores on large sites with parking. Parking issues range from a potential or perceived lack of on-street parking in some storefront areas, to an oversupply of parking on many auto accommodating sites. Some sites have significant amounts of site area dedicated to surface parking that is highly underutilized much of the time. These sites may be candidates for intensification or redevelopment to achieve more efficient use and provide services to the community.



Some commercial sites have excess parking that may offer opportunity for intensification of use.



ISSUE 10: Employment Opportunities

The study area is generally composed of residential land uses with supporting commercial land. Outside of some key areas, relatively little land area is available for industrial or employment uses. Approximately 15% of the land area is dedicated to employment and industrial zoned areas. The East Portland Review study area employment opportunities are generally focused in three areas which are also designated as Urban Renewal Areas: the Columbia South Shore/Airport Way, Gateway, and the Lents/Freeway Lands area (see map). Commercial zones provide other employment opportunities throughout the study area.

Local Job Creation

The study area has experienced a modest amount of new job growth over the period between 2000 and 2004. About 1,100 jobs were created in this time period.

The Outer Southeast Community Plan set a goal to create 6,000 new jobs in that plan area over 20 years. Between 2000-2004 it is estimated that about 1,600 jobs were created in the Outer Southeast Community Plan area. The OSCP area is almost entirely encompassed by the East Portland study area, except for portions west of 82nd Avenue between I-84 and Foster Road.

Given the discrepancy in boundaries, it is difficult to account for these differences. However, by comparing the employment figures and land areas, it appears that the northern portion of the study area – north of the OSCP area which includes the Columbia

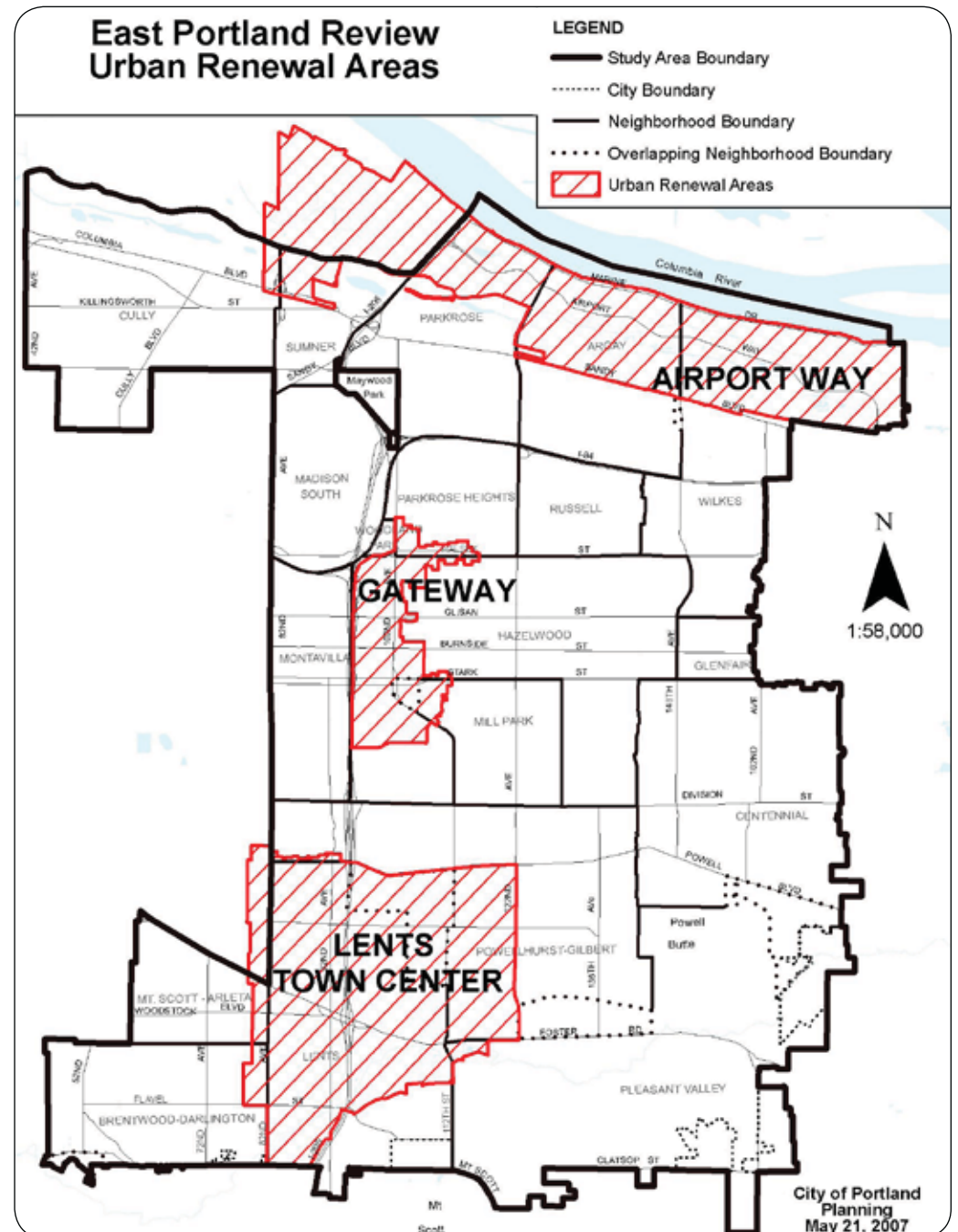
South Shore/Airport Way employment area – may have lost some employment over the four-year period.

Study Area Employment

	Total Employees		OSCP Area	
	Study Area			
	2000	2004	2000	2004
Retail	14,990	14,297	11,220	10,881
Services	17,338	18,100	14,593	14,806
Other	26,059	27,106	10,299	12,035
TOTAL	58,386	59,503	36,112	37,722

Employment Forecasts

The Metroscope forecast is the regional employment model. This model suggests the study area is expected to experience substantial employment growth – about 30,000 jobs – between 2005 and 2030. The OSCP area is expected to grow by about 19,000 jobs between 2005 and 2030. Given the geographies of the two areas, it appears that employment areas at the north end of the study area – the Columbia South Shore/Airport Way employment area – is expected to grow substantially. See accompanying table.



Study Area Employment Forecast

	Metro Scope Employment Forecast East Portland Study Area		OSCP Area	
	2005	2030	2005	2030
Retail	16,706	21,439	13,157	16,425
Services	20,483	37,853	15,433	27,858
Other	29,055	37,665	13,541	16,687
TOTAL	66,244	98,987	42,131	60,970

Underutilization of Existing Employment and Commercial Sites

Many sites within the study area may be somewhat underutilized, based on level of improvements. For industrial sites, the reason for a low level of improvements may range from a need for open or outdoor storage area for business operations, to environmental contamination concerns or other issues that prevent full intensive utilization of lands. For sites in commercial or employment zones, parking is a major need in many areas which may preclude more intense utilization and development. Large amounts of surface parking, especially parking that exceeds general demand, limits the amount of site area that is used for retail or service employment.

Underutilized sites may be opportunities for further intensification of uses or redevelopment.

PLANS AND PROJECTS

Gateway Urban Renewal Area: Development of the new Oregon Clinic and MAX parking garage were assisted by PDC. The Oregon Clinic provides high-wage employment opportunity in the Gateway regional Center.

The Gateway Street Plan and Infrastructure Study is designed to evaluate ways to fund needed infrastructure in Gateway in order to facilitate development. Much of the targeted area is zoned for Employment or Commercial use.

Lents Town Center: Development of the new Assurety NW building brings 45 new jobs to the Lents area. This project was assisted by PDC.

Appendix

Land Use Planning Background

East Portland, like all parts of Portland, is subject to a set of land development and growth management goals, guidelines, policies and regulations that shape the character and location of the built environment. These range from state-level goals and mandates, to regional plans and policies, and finally to local goals, plans and policies that are implemented through local capital improvements and public investments and services, and regulations that regulate and direct private investment and development in Portland. Overall, the framework can be thought of as a hierarchy in which plans for jurisdictions or smaller geographic areas must comply with those for larger jurisdictions or areas. Plans and policies for neighborhood areas must be consistent with the City of Portland's adopted plans and policies, which must be consistent with regional plans and policies, which in turn must be consistent with state goals and related regulations. This section talks about the current framework that is applied to study area.

Oregon's Statewide Planning Goals

Adopted in 1973, Oregon's 'statewide planning goals' constitute the framework for a statewide land use planning program. There are nineteen of these goals, incorporating state policies on land use, resource management, economic development, and citizen involvement.

Oregon's 'statewide planning goals' are achieved through local planning. State law requires each city and county to have a comprehensive plan and the zoning and land division ordinances needed to put that plan into effect. Locally adopted comprehensive plans must be consistent with the statewide planning goals. The state's Land Conservation and Development Commission (LCDC) reviews plans for such consistency. When LCDC officially approves or 'acknowledges' a local government's plan, it becomes the controlling document for land use in that area.

Transportation Planning Rule

The Transportation Planning Rule (TPR) expands on Planning Goal 12, Transportation, by providing a framework for local actions to implement a more balanced approach in determining the need, financing, and use of transportation facilities. It is intended to foster the development of land use and transportation patterns that reduce the number of vehicle miles traveled per capita, reduce overall reliance on the automobile, support types of development that are less auto-dependent, and encourage alternative modes of travel.

Metropolitan Housing Rule

The Metropolitan Housing Rule further specifies the requirements of Planning Goal 10, Housing. It ensures the provision of adequate numbers of housing units and the efficient use of land within the metropolitan Portland urban growth boundary (UGB). The rule sets housing density and affordability targets as well as the ways local jurisdictions are required to implement them through the comprehensive planning process. Among

other things, the rule requires jurisdictions to designate sufficient buildable land to provide the opportunity for at least fifty percent of new residential units to be attached single family housing or multiple family housing, or justify an alternative percentage based on changing circumstances, and provide for an overall density of ten or more dwelling units per acre.

Regional Policies

Metro is the directly elected regional government for the Portland region. Metro is responsible for managing regional growth through land use and transportation planning, and determines the location of the urban growth boundary surrounding the Portland metropolitan area, as well as when and by how much this boundary will expand.

Region 2040

In the mid 1990s, Metro adopted the Region 2040 Growth Concept, Framework Plan, and Functional Plan. The Growth Concept designates particular areas in the region where additional population and development will be focused in order to accommodate future growth. Metro's Regional Transportation Plan (RTP) works in conjunction with the Growth Concept, to plan for the multimodal transportation needs of the designated areas for additional development. The 2040 Functional Plan and 2040 Framework Plan provide local governments with a comprehensive policy basis for growth management issues, and direct local governments to implement specific standards for achieving growth management objectives.

The Region 2040 Growth Concept establishes a policy direction for managing growth in the region through the year 2040. It outlines the preferred form of regional growth and development, what densities should apply to different areas, how to protect open spaces and natural resources, and how to maintain air and water quality. Its basic philosophy is: preserve access to nature, conserve valuable resource lands by minimizing expansion of the UGB, and build better communities in already urbanized areas for current and future residents. Fundamental to the Growth Concept is a transportation system that provides a range of travel mode options and ensures mobility of people and goods throughout the region.

To accommodate future growth, Metro, along with the cities and counties in the region, jointly designated a number of mixed-use development areas that correspond to mapped region-wide 'design types.' The 'design types' include a hierarchy of places where growth and development will be focused: regional centers, town centers, station communities, main streets, and corridors.

PORTLAND'S COMPREHENSIVE PLAN

In 1980, the Portland City Council adopted its Comprehensive Plan for the city, including goals, policies, objectives and a plan map, to guide the city's future development and redevelopment over a twenty-year period. Since adoption, the goals, policies, and objectives of the plan have been amended in response to new circumstances, special

studies, new technology, and changes in state, regional and local plans and mandates.

The Portland Zoning Code (Title 33) is not a part of the Comprehensive Plan. Rather, it is the major implementation tool of the Comprehensive Plan map. The Zoning Code contains regulations that control the use and development of the land. Since the map is the application of the goals and policies to specific locations within the city, the Zoning Code must be consistent with the land use designations and provide the definitions and standards for implementing the Comprehensive Plan.

Outer Southeast Community Plan, neighborhood and area plans

The *Outer Southeast Community Plan* was adopted in 1996. The goals, policies, and objectives of the Outer Southeast Community Plan focus on unique attributes of the area, but must be in conformance with the goals, policies, and objectives of the Portland Comprehensive Plan. The Outer Southeast Community Plan has been implemented over time through various actions identified in the plan's action chart. Land use policies are implemented through the Comprehensive Plan Map, Zoning Map, Zoning Code, and Design Guidelines. Changes to implement the land use portions of the plan were adopted in 1996, with subsequent updates. Plan and implementation updates include the Gateway Planning Regulations Project (2004), and the 122nd Avenue Station Area Study (2006).