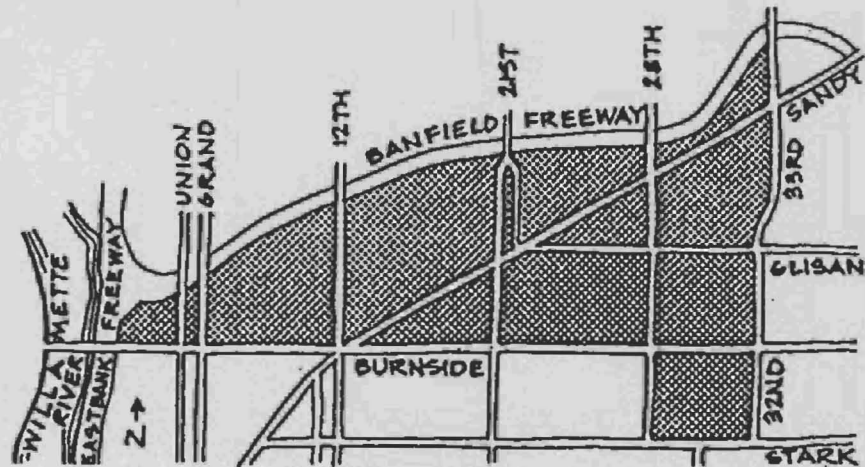


# KERNS NEIGHBORHOOD ACTION PLAN

ADOPTED BY CITY COUNCIL JULY 9, 1987  
ORDINANCE NUMBER 159894



BUREAU OF PLANNING  
CITY OF PORTLAND, OREGON  
JULY 1987

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**BUREAU OF PLANNING  
CITY OF PORTLAND, OREGON  
JULY 1987**

## TABLE OF CONTENTS

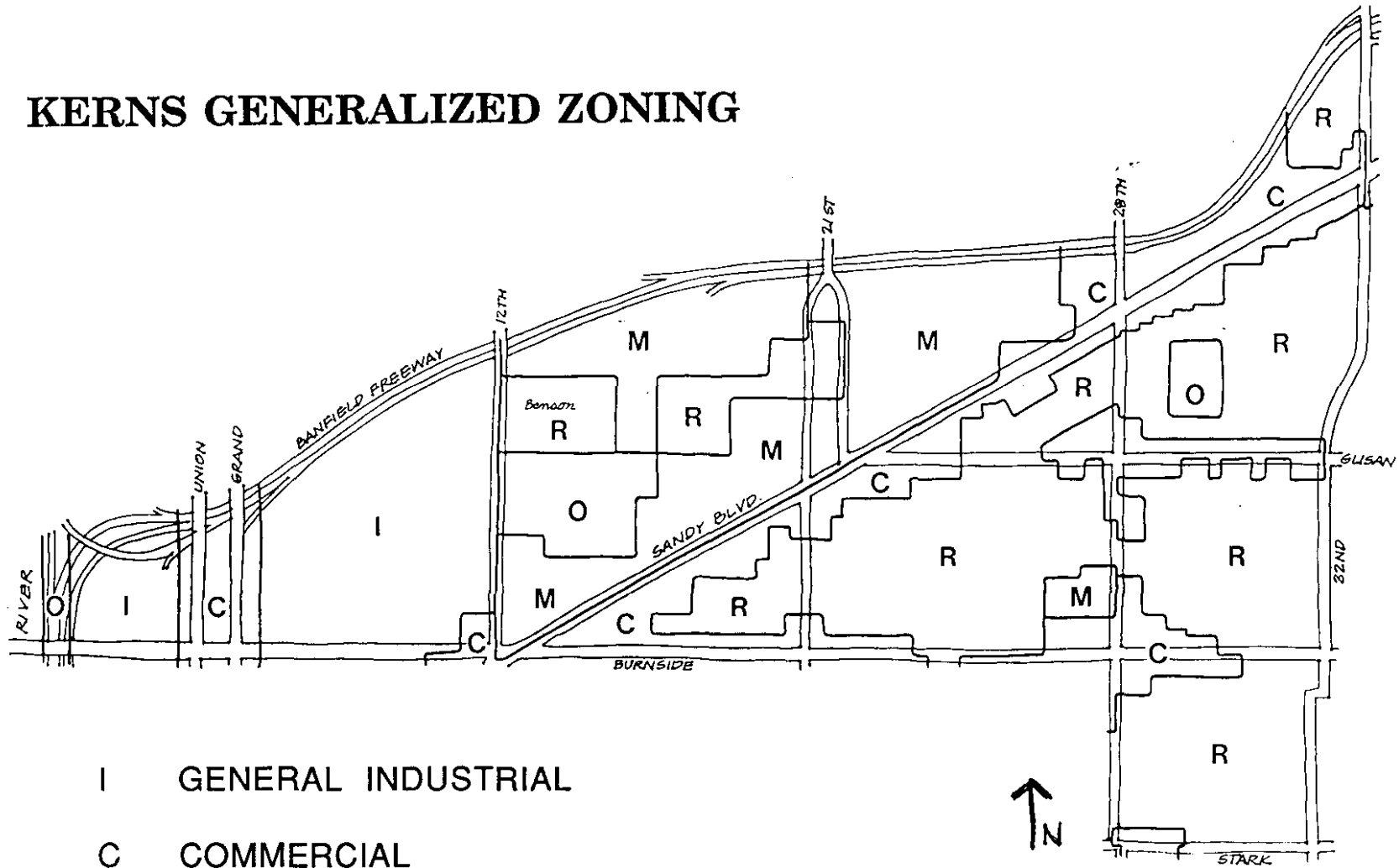
	<u>Page</u>
I. INTRODUCTION .....	1
II. PLAN HISTORY.....	2
III. THE PLANNING PROCESS.....	3
IV. FINDINGS.....	5
V. ADOPTED KERNS NEIGHBORHOOD ACTION PLAN GOAL, POLICIES AND OBJECTIVES.....	9

### APPENDICES

APPENDIX A: IMPLEMENTING ACTIONS (NOT ADOPTED)

APPENDIX B: IMPLEMENTING ORDINANCE

# KERNS GENERALIZED ZONING



- I GENERAL INDUSTRIAL
- C COMMERCIAL
- R RESIDENTIAL
- M LIGHT MANUFACTURING
- O OPEN SPACE/PARK

## Kerns Neighborhood Action Plan

### Introduction

The Kerns Neighborhood is a kaleidoscope of people and activities in the heart of Portland. Its diversity reflects Portland's transition from a turn-of-the-century river town to a regional economic and cultural center. The changes that took Kerns from a suburban area of the city of East Portland to an inner-city neighborhood have brought challenges and opportunities for residents and businesses alike. Kerns is now in a vital position of preparation for the future and preservation of the past. The Kerns Plan is an effort by the residents, property owners, businesspeople, and city government to use this position in a positive way.

Kerns can be a model for neighborhoods on the brink of growth or decline. Land use and economic issues, transportation routes, population growth, river uses, and cultural needs have traditionally shaped development patterns in the area. The Kerns Plan provides an opportunity to address these forces and to direct their impact in positive ways. The result will be a brighter future for Kerns and for Portland.

The 514-acre neighborhood is bounded by the Willamette River on the west, the Banfield Freeway on the north, and NE 32nd Avenue on the east. The southern border of the neighborhood follows Burnside towards the east, taking a southerly turn at 28th to Stark, and continues eastward on Stark to 32nd Avenue.

Because of its location and development patterns, Kerns has all the elements of a small town within the city's framework. The river, rail, and freeway access necessary for industrial growth have placed international and local companies such as Jantzen, Coca-Cola, and Franz Bakery within the Kerns' boundaries. In addition, small businesses, banks, car dealerships, churches, social service agencies, retirement and day-care centers, and small retailers fill the needs of a diverse population. Land use is divided almost equally among residential, commercial, and manufacturing. Only three percent is open space.

The 5,031 residents share the pressures and the advantages of inner-city living. They have accessible local and regional services, but often face neighborhood change in both their residential and commercial population.

Only 19 percent of the housing units are owner occupied, and the high number of rental units contributes to the transient nature of the residential population. Poverty and crime levels are well above those of the rest of

Portland. Over half the households are single person households and there is a decreasing presence of families with children in Kerns. Traffic congestion, conversion of residential properties to commercial use, lack of a neighborhood elementary school, deteriorating housing and commercial properties, and the high number of nonowner-occupants have contributed to an unstable residential environment. Businesses face economic pressures, space limitations and access problems that limit growth.

Despite the problems, most residents like living in Kerns. They cite as assets easy access to downtown, Lloyd Center, and Hollywood; friendly neighbors; a small-town feeling with nice homes, trees, and local services. Businesses like access to transportation, a stable work force, and a centralized location. But almost all feel Kerns can be better in the future.

Improving on the Kerns that exists means reaching the greatest potential while maintaining a balanced community. It will require more of the stable households which create a sense of community, and more thriving commercial and employment centers. Development potential will be heightened with new business and residential development without displacing low-income citizens or disrupting the heterogeneous mix of the neighborhood. Kerns needs to be acknowledged as a "Gateway Neighborhood to the Eastside" rather than as a community that others just pass through.

The purpose of bringing this neighborhood plan to the City Council is twofold: 1) to recognize the efforts of the citizens of Kerns; and 2) to adopt the goals, policies, and objectives of the Kerns Neighborhood Action Plan as a Neighborhood Plan under Portland Comprehensive Plan Policy 3.6 (Neighborhood Plan).

### **Plan History**

The planning process to develop the Kerns Neighborhood Action Plan has had two major phases: 1) a citizen-based effort; and 2) a collaborative Bureau of Planning and citizen effort.

The desire to participate in policy making and to have some influence on decisions related to land use and neighborhood livability brought the Kerns Neighborhood Association Board to decide to develop a plan in 1984. Through a citizen-based effort, the Kerns Neighborhood Land Use and Policy Plan was developed and adopted by the Kerns Neighborhood Association in April, 1986.

Then in October, 1986, the Neighborhood Planning section of the Bureau of Planning began to work with the Kerns Neighborhood Association to refine the goals and policies of their plan in order to present it to the City Council. The document proposed for City Council adoption is referred to as the Kerns Neighborhood Action Plan.

In addition to developing an overall neighborhood goal with policies and objectives for City Council adoption, the citizen planning group has

developed implementation actions. The City Council is not being asked to adopt these implementing actions. The neighborhood association and local business groups will use the implementing action plan to stimulate neighborhood-based self-help projects such as "clean up" and "build up" marketing campaigns. Thus, the plan encourages the neighborhood to assume much of the responsibility for achieving their goal.

Much of the information on the neighborhood's planning process, background, and history contained in this report to the City Council has been taken from the Kerns Neighborhood Land Use and Policy Plan, April 1986. The data base for that document is contained in the Kerns Neighborhood Land Use Survey, prepared by students in the Portland State University Comprehensive Planning Workshop, Fall 1984.

### **The Planning Process**

In June 1984, the Kerns Neighborhood Association submitted an application to the Oregon Community Foundation for a Mott Grant to support their citizen-based planning effort. The grant was awarded in August and the planning effort was initiated at that time.

A neighborhood coordinator was hired to conduct outreach efforts and to assist with the planning process. The objective was to ensure extensive participation by residents and businesses in the neighborhood, to assure that the plan was representative of the consensus of the neighbors, and that the final plan would best reflect the interests of the neighborhood as a whole.

To obtain background data and information to support the planning process, the Kerns Neighborhood Association entered into an agreement with a graduate class in Urban Planning at Portland State University to use Kerns as a case study. The students developed a report on the history, demographics, land use and ownership patterns, and existing Comprehensive Plan designations and zoning for the neighborhood. Their information is documented in the Kerns Neighborhood Land Use Study (1984).

The Kerns Neighborhood Association held two neighborhood meetings in late 1984 to initiate the planning effort. On November 26, participants were asked to begin identifying the problems or issues they would like to see dealt with in the planning process. The following week, on December 6, the Portland State University students presented the preliminary results of their study. Neighbors had an opportunity to ask questions and learn more about the situation in Kerns.

In January, 1985, the neighborhood newsletter, which is sent to over 500 residents and property owners, carried an announcement of the proposed process and called for participation in a working group that would develop the plan. The group was formed on April 13, with eight residents and one business representative in attendance. Meetings continued twice a month



through November, eventually involving a total of about 25 Kerns citizens in the working group.

Each month a specified issue was covered. The topic was introduced at the first meeting, with resource people attending to share expertise and suggestions with a business, public, or government agency perspective. The second meeting each month was devoted to a thorough discussion and to seeking suggestions of policies, studies or actions that could resolve or improve the situation for the issue.

Following the final issue discussions in November, the proposals were compiled into a document for Kerns citizens to review. The process, purpose, and overview were presented to neighbors at the January, 1986 quarterly meeting of the neighborhood association. Two workshops were held in February to determine specific changes that would be necessary. The plan was finally adopted by the neighborhood association in April, 1986. Complete records of the citizen-based efforts and actions for this planning process are kept on file at the office of Southeast Uplift, 3534 SE Main Street in Portland, and at the Portland Bureau of Planning.

The neighborhood association's ultimate goal for the plan is to have it adopted by the City Council. This would give it the strength which they feel it needs to actually direct and manage change in the neighborhood. In their 1986 Neighborhood Needs Request, the Kerns Neighborhood Association requested technical assistance from the Bureau of Planning for adoption of their neighborhood plan.

In October, 1986, the Bureau of Planning selected the Kerns Neighborhood to receive technical assistance under the Bureau's new neighborhood planning process in order to bring a plan to the City Council. The neighborhood agreed to work within the City's neighborhood planning process guidelines which include continued neighborhood participation. A Kerns Neighborhood Planning Committee was reconvened to work with Planning staff. This group met twice a month during the months of October through March.

The committee, made up of Kerns homeowners, tenants, property owners, business people, and the Planning staff, constructed a work program to accomplish three major tasks: 1) to notify all property owners, occupants, and business groups of the process and solicit their input; 2) to refine the goals, policies, and recommendations of the Kerns Neighborhood Land Use and Policy Plan; and 3) to bring a neighborhood action plan to City Council for adoption.

In order to maximize input into the plan, the planning committee and staff developed a neighborhood attitude questionnaire which was mailed to each property owner and occupant in the neighborhood along with notification of a workshop scheduled for March 7. Because only 19 percent of the neighborhood residents own their homes, the planning committee suggested that an occupant mailing, in addition to the Bureau of Planning

property owner mailing, would further encourage citizen involvement. The Kerns Neighborhood Association funded this occupant mailing.

Two hundred and forty questionnaires were returned; this is an estimated nine percent return rate.

The questionnaire responses provided the planning committee with information to refine and reaffirm the previously proposed goals and policies. This draft document was presented to the 25 citizens who attended the above mentioned March 7 workshop, sponsored by the Bureau of Planning and the Kerns Neighborhood Association. The citizens spent the morning developing strategies designed to implement the proposed plan.

Due to poor workshop attendance from interests in the north of Sandy sector of the neighborhood, 19 of the major property owners in the area were invited to a luncheon meeting in the community on March 30. Representatives of three property owners attended and gave committee members and staff their comments on the plan.

The newly formed Greater Burnside Business Association was made aware of the planning process at their January meeting and they have been on the mailing list for workshop and meeting notices.

The Central Eastside Industrial Council (CEIC) had previously reviewed the document produced by the neighborhood and supported those policies relating to the Central Eastside Industrial District. They also support the plan proposed to the City Council.

The goal, policies and objectives of the Kerns Neighborhood Action Plan, as recommended by the Neighborhood Planning Committee, have been ratified by the Board of the Kerns Neighborhood Association. The Land Use Committee of the Southeast Uplift Neighborhood Program has also endorsed City Council adoption of the plan. The Bureau of Planning is also supportive of the proposed goal, policies and objectives and findings to support their adoption follow in this report.

The Planning Commission held a public hearing on the Kerns Neighborhood Action Plan on April 28, 1987. They voted unanimously to adopt the plan goals, policies and objectives and recommend their adoption by the City Council. City Council held two public hearings, June 28 and July 9, 1987, at which time public testimony was heard. City Council adopted the goal, policies, and objectives of the Kerns Neighborhood Action Plan by Ordinance on July 9, 1987.

Notification of the April 28 Planning Commission hearing was mailed to all property owners on March 26, 1987. Notification of the City Council hearing was sent on June 10, 1987, to those who participated in the plan development process and to those who requested notice as stated in the Planning Commission notification.

## **Findings**

**Goal and Policy Considerations:** Neighborhood Action Plans must be in conformance with the Portland Comprehensive Plan and can be adopted as Portland Neighborhood Plans under Portland Comprehensive Plan Policy 3.6 (Neighborhood Plans). The **goal, policies and objectives** of this plan are proposed for adoption.

**Implementing Actions:** The plan also includes implementing actions (Appendix A) which are not for City Council adoption. They are proposed by the neighborhood as a plan for neighborhood-initiated programs and provide a guide for these self-help, private, or city-assisted projects. These actions also enable the neighborhood to prioritize requests for public assistance, such as in their annual submission to the City's Neighborhood Needs Request Process. Implementing actions put the plan's goal and policies into effect and create a stimulus for future projects and activities. While some actions may be directed at the city, adoption of the Kerns Neighborhood Action Plan does not commit the city to implementing the actions or to funding projects at this time.

**Purpose of the Plan:** Neighborhood plans are intended to promote patterns of land use, urban design, circulation and services which encourage and contribute to the economic, social, and physical health, safety and welfare of both the neighborhood and the city. The neighborhood plan addresses issues and opportunities at a scale which is more refined and more responsive to neighborhood needs than can be attained under the broad outlines of the City's Comprehensive Plan.

As mentioned, neighborhood plans provide action strategies to implement the objectives and are directed at both citizens and the city. A major element of the plan is the identification of neighborhood self-help projects which the neighborhood will assume the responsibility to initiate.

**Background Documents:** The data base for this report is provided in two background documents: the Kerns Neighborhood Land Use Survey and the Kerns Neighborhood Land Use and Policy Plan. This includes a current land use inventory. The documents also provide extensive information on the community character and its land uses, neighborhood history, and transportation system, as well as an issues assessment of the strengths, weaknesses, and opportunities in the neighborhood. This information is the basis for the recommended goal, policies and objectives of the Kerns Neighborhood Action Plan.

**An overview of the pertinent neighborhood facts follows:**

- Kerns provides a gateway to Portland's eastside and is a hub of the eastside transportation network.
- 5,031 people live in Kerns.
- 42 percent of the land is used for single or multifamily dwellings.
- 30 percent of the land use is manufacturing.
- 25 percent of the land use is commercial.

- 1.5-acre Oregon Park provides the only "neighborhood" park.
- There is a decreasing presence of families with children.
- 81 percent of the housing is nonowner occupied.
- 22 percent of the housing units are single-family dwellings.
- 62 percent of the housing was built before World War II.
- The crime rate exceeds the city's average by 48 percent.
- Due to the central location, 40 percent of the residents take the bus, bike, or walk to work.
- Kerns is home to many employment intensive industries such as Jantzen, Sunshine Dairy, Franz Bakery, Columbia Knitting, and a variety of bottling companies.
- As a low-income neighborhood, Kerns is eligible for Housing and Community Development (HCD) funds.

**Development of the Plan:** The actual development of the proposed goal, policies and objectives involved the following steps:

- 1) Analysis of the structure and content of the Kerns Neighborhood Policy and Land Use Plan, April 1986.
- 2) Analysis of the relationship of the 1986 document to the Portland Comprehensive Plan and other city-wide policies.
- 3) Formulation of a refined goal, policies and objectives based on the 1986 document, questionnaire responses, Neighborhood Planning Committee working sessions, and a neighborhood-wide workshop.

**Proposed Goal, Policies, and Objectives:** The Comprehensive Plan for the City of Portland provides a coordinated set of guidelines for decision making. The goal, policies and objectives of the Kerns Neighborhood Action Plan are in conformance with goals, policies and map designations of the Portland Comprehensive Plan. A summary of the relevant goals and policies as they relate to the Kerns Neighborhood Action Plan follow:

**Goal 2: Urban Development**

Policies 2.1 Population Growth, 2.2 Urban Diversity, 2.7 Willamette River Greenway Plan, 2.9 Residential Neighborhoods, 2.11 Commercial Center, 2.12 Transit Corridors, 2.13 Auto-oriented Commercial, 2.14 Industrial Sanctuaries, 2.15 Living Closer to Work, 2.18 Utilization of Vacant Land, 2.19 Existing Housing Stock, and 2.20 Mixed Use.

Comment: By adopting the goal, policies and objectives of this neighborhood plan, the employment base, population growth, industrial sanctuary and housing opportunities are protected. The plan encourages living closer to work, mixed-use areas, and revitalization of neighborhood commercial areas.

**Goal 3: Neighborhoods Goals and Policies**

Policies 3.2 Social Conditions, 3.3 Neighborhood Diversity, 3.5 Neighborhood Involvement, 3.6 Neighborhood Plan, and 3.7 Visual Communication.

Comment: Preservation of the stability and diversity of Kerns is the main element of this neighborhood plan.

**Goal 4: Housing Goals and Policies**

Policies 4.4 Housing Choice and Neighborhood Stability and 4.6 Existing Housing: Maintenance.

Comment: This plan reinforces the maintenance of the housing, the retention of a variety of housing types and prices, and encourages owner-occupancy.

**Goal 5: Economic Development Goal and Policies**

Policies 5.2 Jobs and Incomes, 5.3 Business and Industry, 5.4 District Economic Development, 5.8 Environment, Energy and Transportation, 5.9 Area Character and Identity, 5.10 Land Use, 5.11 Transportation, 5.12 Business Environment, 5.13 Locational Opportunities for Industrial Firms, 5.14 Diversity and Identity in Industrial Areas, and 5.15 Protection of Non-industrial Lands.

Comments: The retention of job opportunities, the industrial sanctuary, commercial areas, and the provisions which support business and industrial expansion further the city's economic development goal.

**Goal 6: Transportation Goal and Policies**

Policies 6.2 Regional and City Traffic Patterns, 6.3 Land Use/Streets Relationship, 6.5 Transit-related Density, 6.6 Transit-Dependent Population and 6.9 Alternative Urban Travel.

Comment: Transportation problems have been identified in this plan in order to look at lessening traffic impacts on the residential areas, improving pedestrian and bicycle movement, and improve access to the industrial and employment areas.

**Goal 9: Citizen Involvement Goal and Policies**

Policy 9.1 Citizen Involvement Coordination.

Comment: The Kerns planning effort utilized extensive citizen involvement and coordinated this effort with the Kerns Neighborhood Association, Central Eastside Industrial Council, and the Greater Burnside Business Association.

**KERNS NEIGHBORHOOD ACTION PLAN  
GOAL, POLICIES AND OBJECTIVES**

**JULY 1987**

**KERNS NEIGHBORHOOD ACTION PLAN  
GOAL, POLICIES AND OBJECTIVES**

**INTRODUCTION**

This neighborhood plan defines ways to strengthen the spirit of the community, while maintaining the diversity and vitality that already exists in the Kerns Neighborhood.

**NEIGHBORHOOD GOAL**

**Strengthen Kerns as a vital Neighborhood and as an exciting and enjoyable place to live and work by creating and taking advantage of its location and of residential and employment opportunities.**

**AREA-WIDE POLICIES**

**POLICY 1 NEIGHBORHOOD QUALITY & LIVABILITY**

**Improve the quality and livability of Kerns by insuring an environment which contributes to the safety, welfare and education of those who live, work, and own property in the neighborhood.**

**OBJECTIVE 1.1**

Strengthen the Kerns Neighborhood Association to increase neighborhood involvement and to improve representation of the diverse neighborhood interests.

**OBJECTIVE 1.2**

Strengthen community identity within Kerns by taking advantage of all opportunities to upgrade appearance of both residential and commercial properties.

**OBJECTIVE 1.3**

Promote new, and the reuse of existing, community and educational facilities for the neighborhood.

**OBJECTIVE 1.4**

Protect Oregon Park and develop new facilities to satisfy local recreational needs.

**OBJECTIVE 1.5**

Ensure that Kerns will not be overburdened with city-wide social service facilities such as detoxification centers and residential care facilities.

**OBJECTIVE 1.6**

Support the esplanade planning process for the east bank of the Willamette River.

### **OBJECTIVE 1.7**

Enhance pedestrian routes and access to the eastbank waterfront esplanade, to Lloyd Center, and to the convention center.

### **OBJECTIVE 1.8**

Recognize the unique historic resources and physical attributes of the area.

**Discussion:** It is important to maintain a community identity and contribute to a sense of "neighborhood." The neighborhood attitude survey has indicated that the citizens of Kerns like its location and proximity to urban amenities and like the neighborliness. Yet the neighborhood suffers from, among other things, a blighted appearance, lack of recreational facilities and a community center, and vacant commercial buildings. In addition, the number and type of city-wide social service agencies (Baloney Joe's, Hooper Detox Center, Alpha Plasma Center, and CODA Methadone Program), located in and adjacent to the neighborhood, contribute to a visibly transient population on the neighborhood streets.

The residents feel that Oregon Park does not meet their recreation needs or the need for a community educational/recreational center. They look hopefully to sites such as Monroe School and Buckman Field to meet these needs. The policy objectives attempt to promote these and other activities which will advance the positive and lessen the negative aspects associated with an older inner-city neighborhood.

## **POLICY 2 LAND USE**

**Encourage new investment opportunities while minimizing displacement of existing commercial activities and residents.**

### **OBJECTIVE 2.1**

Maintain land use designations which ensure the existing diversity and balance of residential, commercial, and industrial uses.

**Discussion:** The neighborhood land uses now consist of a mix of single family (29%), duplex and apartments (13%), commercial (25%), and manufacturing/industrial uses (30%). The zoning designations allow for greater density of residential and commercial development along the Collector Streets and in the North of Sandy Area. The citizenry recognizes the need for investment and new development in the neighborhood, yet displacement of small businesses and low income residents is a concern.

## **POLICY 3 HOUSING**

**Maintain and enhance the quality of the existing diverse housing types while providing a range of purchase and rental prices.**



**OBJECTIVE 3.1**

Encourage the rehabilitation of deteriorating housing, especially that which is non-owner occupied.

**OBJECTIVE 3.2**

Recognize unique opportunities to develop new housing, including ownership alternatives such as condominiums and cooperative buildings.

**OBJECTIVE 3.3**

Support housing programs for the homeless which are consistent with the security and livability of the neighborhood while ensuring that the Kerns neighborhood does not assume housing program densities greater than other neighborhoods.

**OBJECTIVE 3.4**

Encourage the retention of residentially zoned land for residential use.

**Discussion:** The neighborhood provides 3,061 units of moderately priced housing. The deteriorating appearance of many of the multi-family structures and single-family homes is attributed to the high number (81%) of nonowner-occupied units. The policy encourages housing rehabilitation, especially of severely blighted property. These conditions have in the past justified the loss of residential land to commercial use. Encouraging an increase in homeowner-occupants and residential landlords will lead to a reduced number of transient residents and a greater amount of housing rehabilitation and on-going maintenance.

**POLICY 4 SAFETY AND SECURITY**

**Reduce crime in Kerns and enhance the safety of residents, business people, and visitors to the neighborhood.**

**OBJECTIVE 4.1**

Promote crime prevention through environmental design techniques to create a sense of place and reinforce a neighborhood identity.

**OBJECTIVE 4.2**

Encourage mixed use development which provides around-the-clock occupancy of the business districts adjacent to residential areas

**OBJECTIVE 4.3**

Promote programs which help residents and business people take responsibility for neighborhood safety and security.

**Discussion:** City-wide statistics show that crime in Kerns is 48% higher than the city average. Sixty percent of the survey respondents who live in Kerns have been victims of crime in the last two years. Almost half of the respondents who work in Kerns were victims in

the same period. The survey responses most often cited to survey question #33: What three things do you like least about the Kerns Neighborhood? were: crime, street prostitution, public inebriates, and illegal drug sales. These objectives attempt to find solutions to these problems.

## **POLICY 5 BUSINESS AND INDUSTRY**

**Maintain a healthy and viable environment for new and existing businesses that provide local and regional jobs and services.**

### **OBJECTIVE 5.1**

Maintain the unique range of services and stores.

### **OBJECTIVE 5.2**

Encourage new neighborhood commercial businesses.

### **OBJECTIVE 5.3**

Encourage existing large industries to remain in the neighborhood to continue to support a strong employment base.

### **OBJECTIVE 5.4**

Promote neighborhood business groups.

### **OBJECTIVE 5.5**

Support growth of existing business and industry while ensuring compatibility with residential areas.

**Discussion:** Kerns is home to many large manufacturing employers and regional and local retail businesses. The business community likes the central location, transportation system and freeway access. This policy promotes the retention of those businesses. The neighborhood survey indicates that the amount of land designated for commercial and industrial uses should remain the same; however, many of these areas need a facelift and additional businesses to serve neighborhood needs.

## **POLICY 6 TRANSPORTATION**

**Encourage efficient use of the transportation network while minimizing traffic impact on livability and business operations.**

### **OBJECTIVE 6.1**

Discourage commuter and truck traffic on residential streets.

### **OBJECTIVE 6.2**

Ensure adequate and efficient on- and off-street parking to support businesses.

**OBJECTIVE 6.3**

Provide for safe pedestrian and bicycle movement throughout the neighborhood.

**OBJECTIVE 6.4**

Promote cooperative inter-agency solutions to the traffic problems at the 12th/Sandy/Burnside intersection and at other minor intersections along Sandy Blvd.

**OBJECTIVE 6.5**

Discourage downtown commuter on-street parking in the Kerns Neighborhood.

**Discussion:** Transportation corridors are distinctive elements of the neighborhood. Sandy Boulevard is a state highway that divides the neighborhood into its residential and industrial sections. East Burnside, west of 12th, is a gateway to the eastside and an important route across the river. The Sandy/Burnside/12th intersection is both a traffic management problem and an aesthetic problem.

The Union-Grand corridor is also a major regional route through the neighborhood. It plays a significant role for the neighborhood industrial uses by providing a route to the freeway.

Streets such as N.E. Glisan, E. Burnside east of 12th, N.E. 12th, N.E. 20th, and N.E. 28th are corridors which play a more local role in the vitality and character of Kerns. They channel automobile, bicycle, and pedestrian traffic through the neighborhood and to adjoining areas of the eastside. The mix of medium density multi-family and commercial zoning along these streets often serves as a transition between both residential and industrial areas. Several of their intersections form neighborhood commercial nodes.

A significant number of those who live and work in the neighborhood take advantage of the area's good transit service which is cited as one of the things citizens like best about Kerns.

**POLICY 7 INSTITUTIONAL EXPANSION**

**Ensure that institutions which provide needed services to the neighborhood and community do not cause adverse impacts.**

**OBJECTIVE 7.1**

Discourage new institutional uses, or the expansion of existing uses in residential zones which would increase traffic or cause a loss of housing.

**OBJECTIVE 7.2**

Ensure compatibility of design, bulk, and height of new institutional development.

**Discussion:** The activities associated with the numerous regional churches and social service institutions in, and adjacent to, Kerns results in periodic traffic congestion, noise, and parking conflicts. Historically, the neighborhood has lost housing and suffered increases in traffic and parking problems due to institutional expansion. These objectives attempt to reverse that trend.

## AREA POLICIES

**Discussion:** The Kerns Neighborhood encompasses distinct areas or sectors which are identifiable by their land use, zoning and the perceptions of those who live and work there. The following policies build on this variety and balance of uses in order to acknowledge, maintain, and promote each area.

### POLICY 8 DEVELOPED RESIDENTIAL AREA

Maintain the developed residential area for residential use.

#### OBJECTIVE 8.1

Increase home-owner occupancy.

#### OBJECTIVE 8.2

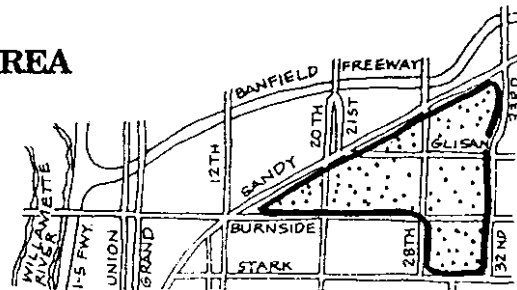
Improve the appearance of the streets and structures.

#### OBJECTIVE 8.3

Protect the fragile residential area bounded by 20th, Sandy, and Burnside from further commercial encroachment.

#### OBJECTIVE 8.4

Encourage neighborhood involvement in decisions regarding the future of the Monroe School site.

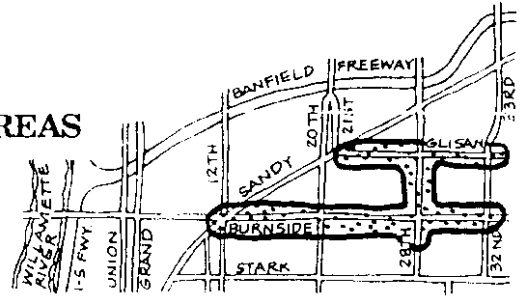


**Discussion:** This predominantly residential area undergoes a transition, from the western edge, of high-density to single-family housing. Only 22% of the neighborhood residents live in single-family dwellings. The high number of rental units has contributed to the transient nature of the residential population. An increase in owner-occupancy of the single-family and duplex dwellings will have a direct relationship to neighborhood stability, longer tenancy and improved properties.

Oregon Park, the Monroe School site, Albertina Kerr Center for Children and several churches are located in the area. These uses were developed to provide community services but many residents now feel that the park needs improvement, that institutional traffic and parking are often a problem, and that they want to participate in directing the future of the Monroe School site. There is hope that by bringing more families back to the neighborhood, the reopening of a neighborhood school can be achieved.

## POLICY 9 NEIGHBORHOOD COMMERCIAL AREAS

Provide a quality urban environment with compatible residential, commercial and retail uses and service amenities.



### OBJECTIVE 9.1

Improve the quality of existing commercial structures and the positive image of the business districts along E. Glisan, E. Burnside, and N.E. 28th.

### OBJECTIVE 9.2

Encourage new development which provides a mixture of residential and commercial uses and is compatible with the surrounding area.

### OBJECTIVE 9.3

Ensure on-going compatibility with the adjacent residential areas by buffering new development and expansions.

### OBJECTIVE 9.4

Encourage a special district which promotes an area theme along N.E. 28th and at its intersections with E. Burnside and E. Glisan.

### OBJECTIVE 9.5

Improve the quality of development design, especially along arterials and at prominent intersections such as 20th and Sandy and 12th/Sandy/Burnside.

### OBJECTIVE 9.6

Encourage the development of shared business parking lots along E. Glisan and along E. Burnside to make on-street parking available for local residents.

### OBJECTIVE 9.7

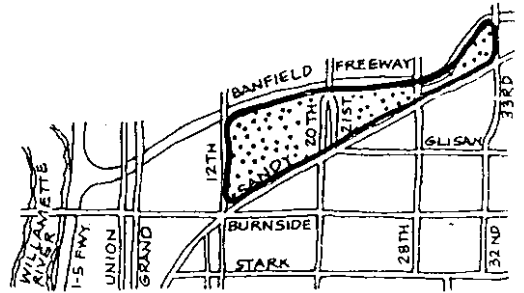
Promote development of pedestrian, bicycle, and transit amenities.

### OBJECTIVE 9.8

Encourage residential development on the upper floor of buildings along E. Glisan, E. Burnside, and NE 28th.

**Discussion:** The commercial development along the collector streets has a neighborhood or "small town" feel and has the potential of providing much of the goods and services needed by the residential population. Yet, much of the retail use is viewed as not providing quality goods and the buildings appear unkempt and vacant. The survey indicates that the citizenry recognizes the potential of this area and has a desire to shop at businesses within walking distance of their homes and jobs.

**POLICY 10 NORTH OF SANDY/MIXED USE AREA**  
**Maintain a compatible mix of high-density residential and light manufacturing uses.**



**OBJECTIVE 10.1**  
 Maintain the residential enclaves within the area.

**OBJECTIVE 10.2**  
 Encourage additional development of medium and high density residential units.

**OBJECTIVE 10.3**  
 Encourage reuse, rather than demolition, of the older structures in order to retain visual diversity and historic character.

**OBJECTIVE 10.4**  
 Encourage existing businesses to remain and support their expansion.

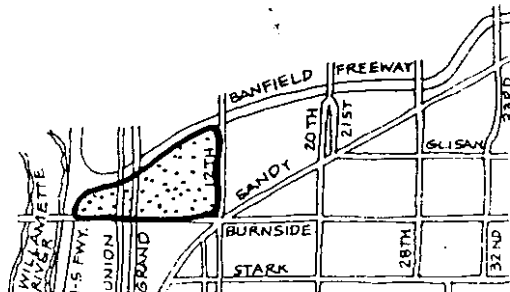
**OBJECTIVE 10.5**  
 Encourage campus-type environments for land-extensive businesses and industries.

**OBJECTIVE 10.6**  
 Support street improvements and street closures to accommodate large trucks, based on the provision of adequate on-site loading and parking areas.

**Discussion:** This unique inner-city area is composed of both labor intensive industries and multi-family housing. It has many well maintained historically significant residential and commercial structures which were built in characteristic California stucco and Art Deco styles. Benson High School and Buckman Field anchor the western portion.

Some of the major employers have indicated that they may be outgrowing their site and may be forced to move to larger facilities. The policy objectives aim at retaining these businesses and attracting new ones to occupy underutilized structures. It is felt that the special character and blend of uses in the area continue to make it also attractive for the development of high density housing.

**POLICY 11 CENTRAL EASTSIDE INDUSTRIAL DISTRICT (CEID)**  
**Maintain and promote the area as an industrial, manufacturing, and distribution employment center.**



**OBJECTIVE 11.1**

Promote development which takes advantage of opportunities to share parking, loading, and other common facilities.

**OBJECTIVE 11.2**

Strengthen the cooperative working relationship between the Kerns Neighborhood Association and the Central Eastside Industrial Council.

**OBJECTIVE 11.3**

Discourage conversion in the industrial sanctuary to commercial and office use unless the site is not suitable for industrial or distribution development, or unless the proposed use supports or enhances surrounding industrial activities.

**OBJECTIVE 11.4**

Retain the viability and maintenance of the existing housing stock and commercial structures until such time as they are converted to other uses allowed by the underlying zone.

**OBJECTIVE 11.5**

Encourage a design concept for all new development and redevelopment projects which promotes the CEID as a distinct district and as a gateway to the neighborhood.

**OBJECTIVE 11.6**

Support street improvements and street closures to accommodate large trucks, based on the provision of adequate on-site loading and parking areas.

**OBJECTIVE 11.7**

Discourage downtown commuter on-street parking in the Kerns Neighborhood.

**Discussion:** The northern portion of the CEID is in Kerns. The Kerns Neighborhood Association recognizes the Central Eastside Industrial Council as the manager of the district and feels that the coordination between the two groups is imperative. The district functions as the gateway to Kerns and its visual image affects the entire community.

The district is experiencing pressure to convert to commercial uses given its proximity to downtown and the major roadways. This policy supports the current Comprehensive Plan Designations in the area and is not viewed to conflict with proposed alternatives of the Central City Plan.

SF/Kerns 8/5/87

**APPENDIX A**  
**IMPLEMENTING ACTIONS**  
**(NOT ADOPTED)**



## **NEIGHBORHOOD QUALITY AND LIVABILITY • SAFETY AND SECURITY**

### **SHORT RANGE ACTION**

Apply for CPTED grant.  
Initiate clean-up campaign.  
Monitor nuisance, land use, and zoning conditions.  
Construct sidewalk on west side of Oregon Park.  
Start "build-up" pride campaign.  
Develop Urban Design Plan.  
Build skateboard park.  
Solve Oregon Park problems.  
Register Benson High School.  
Register inventoried properties as landmarks.  
Require indoor restrooms and phones for new convenience stores.  
Promote Neighbor/Business Watch programs.  
Improve street lighting.  
Initiate a senior security program.

### **LONG RANGE ACTIONS**

Convert portion of Monroe School for neighborhood use.  
Use CPTED grants for capital improvements.  
Establish security codes for apartments.  
Streetscape Sandy Blvd./Utilities underground.  
Establish Neighborhood Community Center.  
Designate Logan Addition and north of Sandy as historic districts.  
Direct future use of Monroe School.

## **LAND USE • HOUSING • TRANSPORTATION**

### **SHORT RANGE ACTIONS**

Form Neighborhood Land Use Committee.  
Market PDC rehab loans and "loans to lenders".  
Identify deteriorating housing and vacant lots.  
Begin local and commuter parking impact and needs study.  
Determine locations for pedestrian amenities.  
Define traffic management problems.  
Help residents to buy rental property in the neighborhood.

### **LONG RANGE ACTIONS**

Evaluate zoning and comprehensive plan designations along E. Burnside, 28th, Glisan, and north of Sandy.  
Attract low-income homeowners through REACH and PDC homestead programs.  
Explore cooperative housing programs.  
Designate and improve pedestrian routes.  
Educate landlords about rental maintenance and management.

## **BUSINESS • INDUSTRY • INSTITUTIONAL USE**

### **SHORT RANGE ACTIONS**

Study joint use of parking lots.  
Monitor expansions.  
Market PDC assistance programs.  
Develop a "build-up" and marketing campaign.  
Schedule annual activities with GBBA.  
Prepare a Kerns business directory.  
Work with transient/homeless service providers.  
Bring more police foot patrols to the neighborhood.

### **LONG RANGE ACTIONS**

Find tenants for vacant storefronts and industrial buildings.  
Establish international restaurant district at 28th and Burnside.  
Attract wineries, micro-breweries, and entrepreneurial ventures to N. of Sandy.  
Solve neighborhood transient problem.  
Establish storefront police precinct along lower Burnside  
Install coordinated signage in commercial areas.  
Develop site design and development guidelines  
Secure land and funds to develop Sandy/Burnside/12th as Kerns Gateway.

**APPENDIX B**  
**IMPLEMENTING ORDINANCE**

ORDINANCE NO. 159894

An Ordinance implementing the Kerns Neighborhood Action Plan by the adoption of the Goal, Policies and Objectives of the Kerns Neighborhood Action Plan as a Neighborhood Plan under Portland Comprehensive Plan Policy 3.6 (Neighborhood Plan) for application to properties within the Kerns Neighborhood boundaries as defined by the Office of Neighborhood Associations.

The City of Portland ordains:

Section 1. The Council finds:

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

Kerns Neighborhood Association. The neighborhood association had previously initiated a citizen-based effort which culminated in the development of the Kerns Neighborhood Land Use and Policy Plan, adopted by the Kerns Neighborhood Association in April, 1986.

6. The data base used for the formulation of the Goal, Policies and Objectives of the Kerns Neighborhood Action Plan is provided in two background documents: the Kerns Neighborhood Land Use Survey, prepared by students in the Portland State University Comprehensive Planning Workshop, Fall 1984, and the Kerns Neighborhood Land Use and Policy Plan.
7. Neighborhood plans are intended to promote patterns of land use, urban design, circulation and services which encourage and contribute to the economic, social and physical health, safety and welfare of both the neighborhood and the City.
8. The neighborhood plan is an advisory document for directing and managing change. The adopted Goal, Policies and Objectives of the Kerns Neighborhood Action Plan will serve as an official guide for decision-makers, particularly in land use reviews, and will also guide public deliberations and investments.
9. The Kerns Neighborhood Action Plan includes implementing actions which are not for City Council adoption. They are proposed by the neighborhood as a plan for neighborhood-initiated programs and provide a guide for these self-help, private, or city-assisted projects. Adoption of the Goal, Policies and Objectives of this plan does not commit the City to implementing the actions or to funding projects at this time.
10. The Kerns Neighborhood Action Plan provides an opportunity for the City and the neighborhood citizenry to address the future of this vital inner-city neighborhood. The plan encourages new investment and development, yet acknowledges that Kerns faces pressures which could result in a loss of housing and displacement of small businesses and low income residents.
11. The Goal, Policies and Objectives of the Kerns Neighborhood Action Plan have been ratified by the Board of the Kerns Neighborhood Association.
12. All public notification requirements have been met. In addition to Portland Bureau of Planning sponsored community meetings and the Planning Commission public hearing, the Bureau of Planning staff attended all of the Kerns Neighborhood Association Planning Committee working meetings in order to develop the plan which has been presented to the City Council.

## ORDINANCE No.

13. All property owners within the Kerns Neighborhood Association boundaries received notification of the April 28, 1987 Portland Planning Commission public hearing where the plan would be under consideration.
14. On April, 28, 1987 the Planning Commission held a public hearing on the Kerns Neighborhood Action Plan and recommended adoption of the Goal, Policies and Objectives of the plan.
15. The recommendation of the Planning Commission on the Kerns Neighborhood Action Plan is in conformance with Portland's Comprehensive Plan and with the Statewide Planning Goals as more fully set forth in the Planning Commission Report. The recommended Kerns Neighborhood Action Plan was submitted to the Oregon Department of Land Conservation and Development for review as required by ORS 197.610. No objection was received from the Oregon Department of Land Conservation and Development.
16. It is in the public interest that the recommendations on the Kerns Neighborhood Action Plan be adopted to direct and manage change in the Kerns Neighborhood.

NOW THEREFORE, The Council directs:

- a. The introduction, plan history, planning process, findings and recommendation in the Report of the Planning Commission on the Kerns Neighborhood Action Plan, attached and included in Exhibit A and incorporated herein by this reference, are hereby adopted by the Council.
- b. Based on those portions of the Planning Commission Report adopted by the Council, the Goal, Policies and Objectives of the Kerns Neighborhood Action Plan, attached and included in Exhibit A and incorporated herein by this reference, are hereby adopted as a Portland Neighborhood Plan under Policy 3.6 (Neighborhood Plan) of the Portland Comprehensive Plan for application to the area within the boundaries of the Kerns Neighborhood Association.

Passed by the Council, JUL 9 1987

Commissioner Blumenauer  
June 24, 1987  
S. Feldman:ls  
51005007/5250

**BARBARA CLARK**  
Auditor of the City of Portland

By

*Edna Cervera*

Deputy