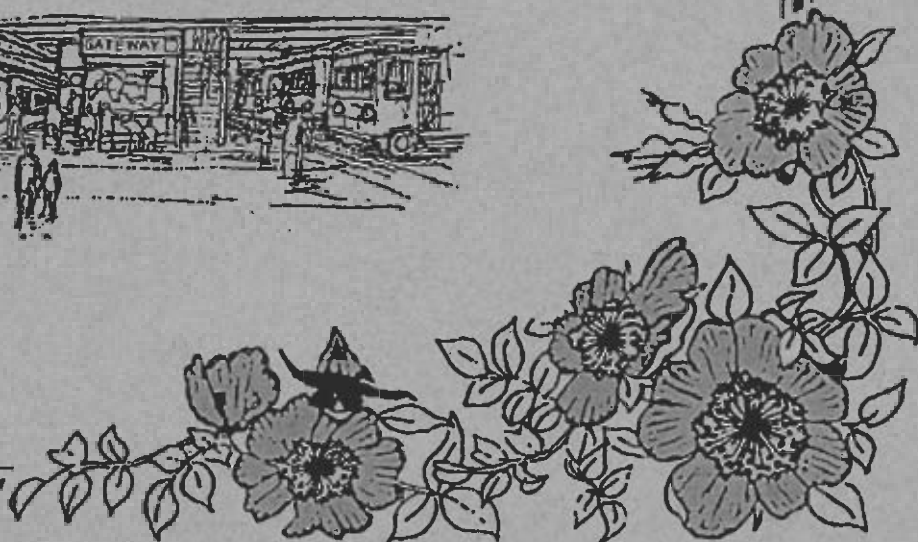
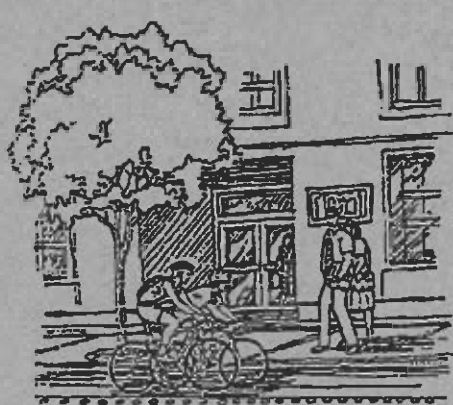


Adopted  
**OUTER SOUTHEAST  
COMMUNITY PLAN**



City of Portland  
Bureau of Planning  
Portland, Oregon  
March 25, 1996

To help ensure equal access to information, the City of Portland Bureau of Planning offers the following services to disabled citizens:

- Interpreter (two working days notice required);
- Accessible meeting places;
- Audio Loop equipped hearing rooms in City Hall and the Portland Building; and
- Planning documents printed in large type sizes for the visually-impaired (two working days notice required).
- If you have a disability and need accommodation, please call 823-7700 (TDD 823-6868). Persons needing a sign language interpreter must call at least 48 hours in advance.

Funding for the Bureau of Planning's participation was provided as a part of the Outer Southeast Community Plan project. Financial support was provided by the Portland Bureau of Housing and Community Development (Federal Community Development Block Grant funds), the Portland Department of Transportation (Regional Rail Program), the Portland Bureau of Environmental Services, and the City of Portland's General Fund.

# **Adopted OUTER SOUTHEAST COMMUNITY PLAN**

**Adopted on January 31, 1996  
by Portland City Council  
Ordinance No. 169763**

**Action Charts Adopted by  
Resolution 35491**

**City of Portland  
Bureau of Planning**

**March 25, 1996**

# ACKNOWLEDGMENTS

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Charlie Hales, Commissioner  
Earl Blumenauer, Commissioner  
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Mike Lindberg, Commissioner

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**Laurie Wall, Chair, February 1992 through April 1995**

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Lorna Stickel, Water Bureau

**The Bureau of Planning appreciates the time given to the Outer Southeast Community Plan by each member of the Committee.**



**City of Portland**  
**Vera Katz**  
Mayor

To the Citizens of Portland:

We are pleased to present the Outer Southeast Community Plan. The Plan represents a tremendous effort by the citizens of Outer Southeast Portland to create a guide for the future of this part of our community over the next 20 years. Citizens came together in neighborhood associations and coalitions, business coalitions and nonprofit organizations to contribute to the Plan. Individuals gave generously of their time in meetings with city staff and in public hearings before the Portland Planning Commission and the City Council. To all those who participated, we owe thanks.

This document represents the culmination of a planning process; but more importantly it marks the beginning of the real life of a community plan--implementation. We now have a statement of the values and priorities that will help focus private and public investment in Outer Southeast to make the vision a reality. We look forward to continuing to work with you as we keep the plan and its vision alive in the policies and decisions that affect this special part of our community.

Sincerely,

Vera Katz  
Mayor

Charlie Hales  
Commissioner

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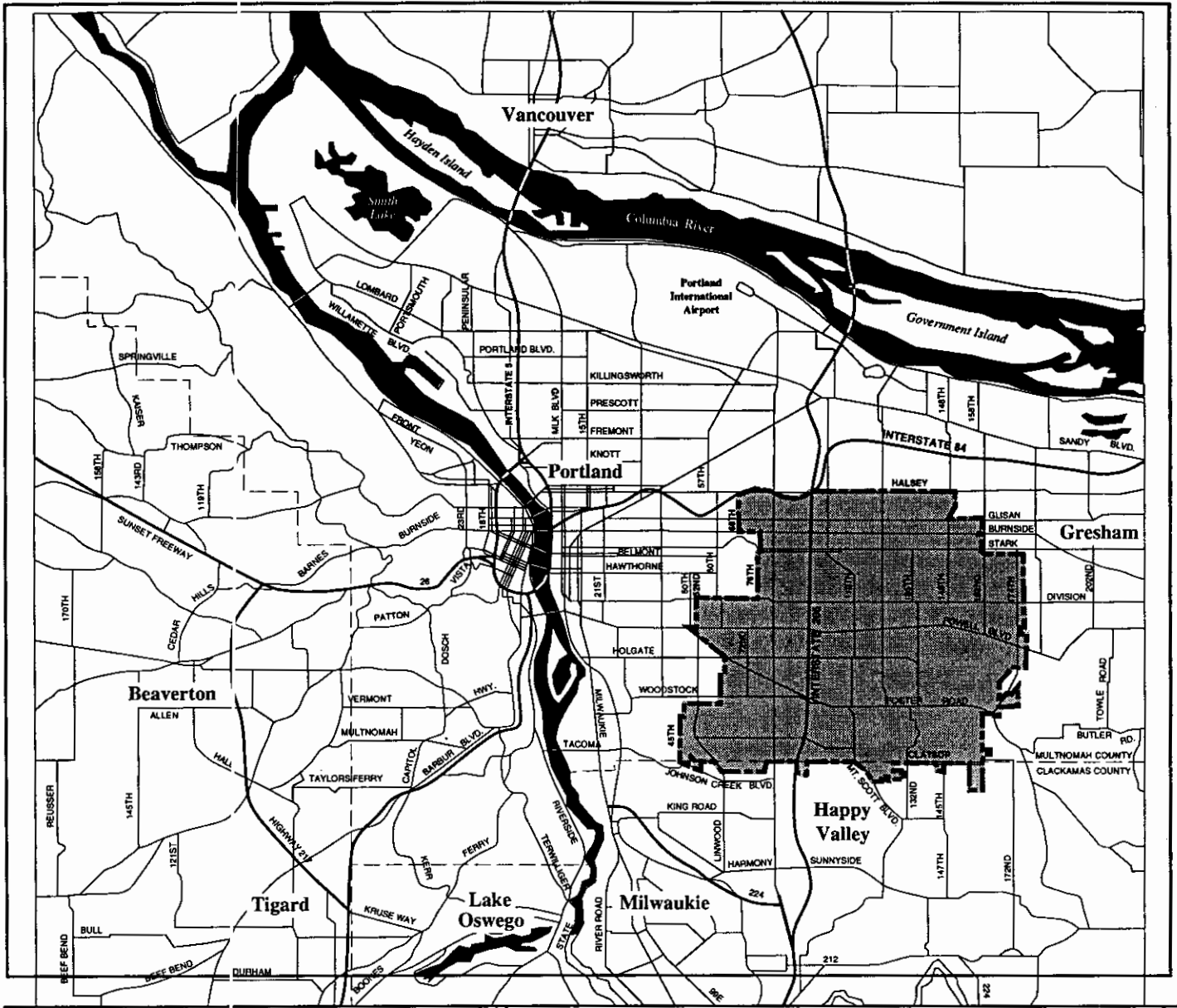
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ONE MILE

Outer Southeast Community Plan

March, 1996

# ADOPTED OUTER SOUTHEAST COMMUNITY PLAN

## MAP 1

## Vicinity Map

### Legend



Outer Southeast Community Plan Boundary

## Summary

The Outer Southeast Community Plan will guide growth and development in one of Portland's fastest growing areas until the year 2015. A combination of older city neighborhoods, former small towns, farmland, and suburbs, the outer southeast is developing an urban form and requires a blueprint for growth. Over the next two decades, thousands of new residents are expected to move into the 28-square-mile plan area. The plan provides a guide to accommodating new housing and jobs in ways that do not increase traffic congestion, damage the livability of existing neighborhoods, or degrade natural and scenic resources.

For three years, residents, business owners, and representatives of local institutions and community groups have worked with City staff to identify outer southeast's strengths, problems, and opportunities and to fashion a vision for its future. Many have testified at public hearings and written the Planning Commission and the City Council about plan proposals and mapping. Many ideas and requests for changes from citizens and community groups have been incorporated into the plan. The City Council's Adopted Outer Southeast Community Plan is the result.

The plan represents a joint effort by outer southeast citizens and the City to ensure that the area will grow in a way that preserves its best features and benefits all who live, work, and do business there. To this end, it contains policies and objectives relating to transportation, housing, the environment, economic development, public safety, neighborhood livability, and urban design. It also includes projects and programs that local governments, community, neighborhood and business groups have committed to carry out to improve the economy and livability of the area.

The Outer Southeast Community Plan is the third in a series of eight community plans that will update Portland's Comprehensive Plan, adopted in 1980. The Central City and the Albina Community Plans preceded it. Plans for Southwest and Inner Southeast Portland are in progress. In addition to this document, City Council adopted ten neighborhood plans, a business plan, amendments to two plan districts and a new comprehensive plan and zoning map for outer southeast.

The plan addresses six policy areas. The objectives of each policy area are carried out by projects, programs and regulations listed in the action charts. Regulations include references to Comprehensive Plan Map and zoning patterns, expanded Johnson Creek and Gateway plan district boundaries and new plan district requirements. The policy areas are as follows:

### **Economic Development**

The plan changes land use patterns to aid the expansion of existing businesses and to attract new businesses to outer southeast. The plan has a goal of creating 6,000 new jobs over the next 20 years with the emphasis on family-wage jobs. New job creation is supported by encouraging more intense use of land zoned for

commercial and industrial uses and applying the Institutional Campus designation to large institutions. The creation of a Regional Center at Gateway and a Town Center at Lents will also create employment opportunities for outer southeast residents. Finally, the plan supports the revitalization of older business districts, industrial areas and commercial strips by expanding the depth of business zoning.

## **Housing**

The potential to construct 14,000 new housing units is created by the residential Comprehensive Plan and zoning designations on the adopted plan map. This number of units will accommodate current residents and 20,000 new residents. This is 5,000 more units than were likely to be built under the Comprehensive Plan and zoning designations in effect before the plan was adopted. Many residential areas have been zoned to allow attached single- or multi- family housing where good public transportation and nearby shopping exist. The Alternative Design Density overlay zone has been applied within one-quarter mile of streets with current or anticipated transit service. This overlay zone allows alternative development types in exchange for meeting design standards in single-family residential areas. For example, row houses on vacant lots and accessory rentals over garages in certain areas are allowed.

## **Transportation**

An important plan objective is reducing the need for automobile travel which would, in turn, reduce resulting traffic congestion and air pollution. Using public transit, walking, and bicycling are promoted in the plan by a combination of changes to Comprehensive Plan designations, new plan district regulations, and urban design proposals. In residential areas, higher housing densities are allowed along streets with planned or existing transit service. More connecting streets are encouraged in underdeveloped areas. More intense commercial and mixed-use developments are promoted to improve the pedestrian environment in the regional and town centers and around the MAX light rail stations.

## **Open Space and Environment**

Protecting natural resources and providing new open space are important features of the plan. The plan area contains Kelly and Powell Buttes, the north side of Mt. Scott, Johnson Creek and associated wetlands, all of which have been the subject of Planning Bureau studies and the application of environmental zoning. Expanded Johnson Creek Basin plan district regulations provide for continued protection of Johnson Creek and a transfer of development rights process to take development pressure off these environmentally-sensitive areas. Additional plan district regulations specifically regulate development in the 100-year flood plain of Johnson

Creek. A large, new, open space area, similar to Forest Park, is proposed for the undeveloped portions of the north side of Mt. Scott. Plan district regulations will also provide for a landscaped buffer along the Springwater Corridor to enhance this important addition to the 40-Mile-Loop trail system.

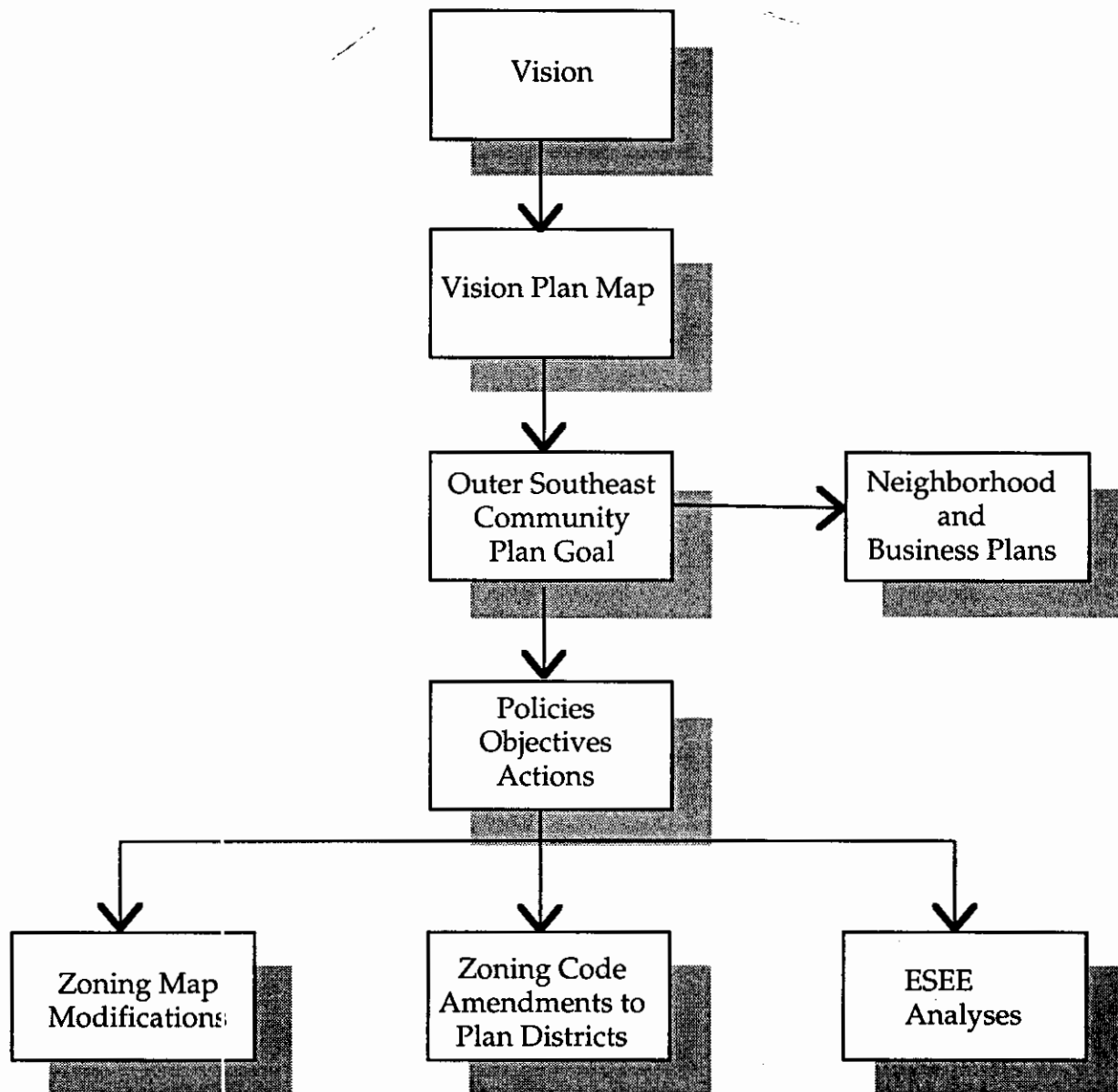
### **Public Safety**

The public safety policy emphasizes reducing crime through design of the built environment and landscaping. Crime Prevention through Community Design principles incorporated into this policy include building design to provide "eyes on the street" with ground floor windows facing the sidewalk and building entrances. Maximizing visibility when providing landscaping and lighting on a site is another example. The plan also promotes mixed-use development in commercial districts so that people are present throughout the day and night to provide natural surveillance which can prevent crime.

### **Urban Design**

The urban design policy reinforces character-giving elements in the plan area and promotes the emergence of new ones. Three new pedestrian districts have been designated in the plan area in Montavilla, at 122nd and Burnside, and in the Gateway Regional Center. Open area requirements of the expanded Gateway Plan district regulations reinforce a pedestrian-oriented built environment in the last of these three districts. In addition, a north-south set of park blocks is proposed to provide a focus for the Gateway Regional Center. Design review of new development will be required in the Regional Center, the Lents Town Center, and the intersection of 82nd Avenue and Foster Road to encourage more urban pedestrian-oriented development in these centers.

## Plan Components Diagram



# How the Outer Southeast Community Plan is Organized

This section explains how the plan is organized and what parts of it have become part of Portland's Comprehensive Plan. Portions of the plan adopted by ordinance have been made part of the Comprehensive Plan. Items adopted by resolution have not. The parts of the plan are:

**Background.** Description of the plan area, planning process and major plan features. This section is informational only.

**A Perfect Vision for Outer Southeast in 2020.** Description of a desired future for outer southeast in the Year 2020. The vision was adopted as an addition to Portland's Comprehensive Plan Vision by ordinance.

**Vision Plan Map.** Explanation of the purpose and designations of the Vision Plan Map. The Vision Plan Map illustrates one way to reach the desired future described in the vision and reflects many of the actions from the plan's action charts. The Vision Plan Map is illustrative only and was not adopted.

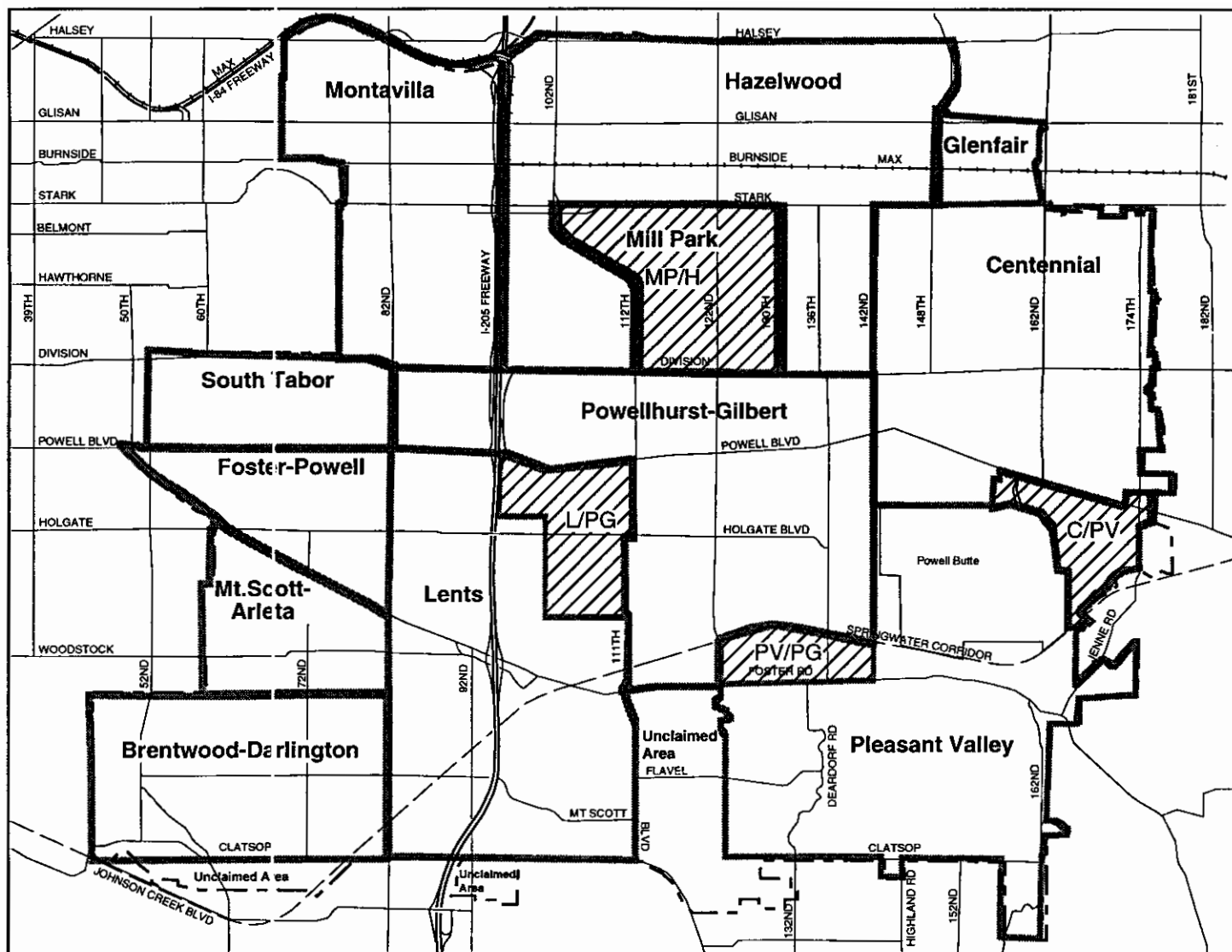
**Policies and Objectives.** Six community-wide policy areas address the primary issues that affect the Outer Southeast Community Plan area: Economic Development, Transportation, Housing, Open Space and Environment, Urban Design, and Public Safety. Subarea policies apply to the eight subareas into which the plan area is divided. The policy area and subarea goals and objectives were adopted by ordinance.

**Action charts.** Specific strategies that implement the objectives. Action items are assigned a time frame for action (immediate, ongoing, short- or long-range) and an implementation leader or leaders. Action items were adopted by resolution.

**Maps.** Functional maps accompany many policies and show some of the proposals on the action charts in this document. Maps also provide a geographic context for actions that are site-specific. These maps are informational and are not adopted.

Adopted Comprehensive Plan and zoning designations have been incorporated into the City's zoning maps.

There are also illustrations throughout the Outer Southeast Community Plan. These illustrations convey an artist's conception of how a specific new development or improvement might appear. They are not intended to suggest a certain development or the way a particular development should look. They may function as a starting point for implementation or stimulate other ideas.




**ADOPTED**  
**OUTER**  
**SOUTHEAST**  
**COMMUNITY**  
**PLAN**  
**MAP 2**

Outer Southeast Community Plan March, 1996

## Outer Southeast Neighborhoods

### Legend

- Outer Southeast Community Plan Boundary
- Neighborhood Boundaries within Outer Southeast Community Plan Boundary
-  Neighborhood Overlap Areas

## Background

### Why the Outer Southeast Community Plan Was Done

By the year 2015, Portland expects to attract over 100,000 new residents. The Outer Southeast Community Plan area is likely to receive a sizable portion this growth in population because it has a large supply of vacant land and an excellent transportation grid. To absorb new residents and attract new businesses, planning was needed to guide future development of both underdeveloped parts of the plan area as well as older areas that have been part of the City for over 50 years.

Planning for new growth, development, and redevelopment has been a pressing need in certain areas of outer southeast. West of the I-205 freeway, pockets of older housing need repair, and older commercial strips along Foster Road and 82nd Avenue need rehabilitation and revitalization. On both sides of I-205, older commercial areas on major east-west streets such as Stark and Division are in need of upgrading and more intense development. East of I-205, the Mid-County Sewer Project increased the value of land so that small subdivisions of new housing are springing up in areas that lack paved streets and sidewalks. For Johnson Creek and its flood plain, flooding and the degradation of water quality are continuing problems.

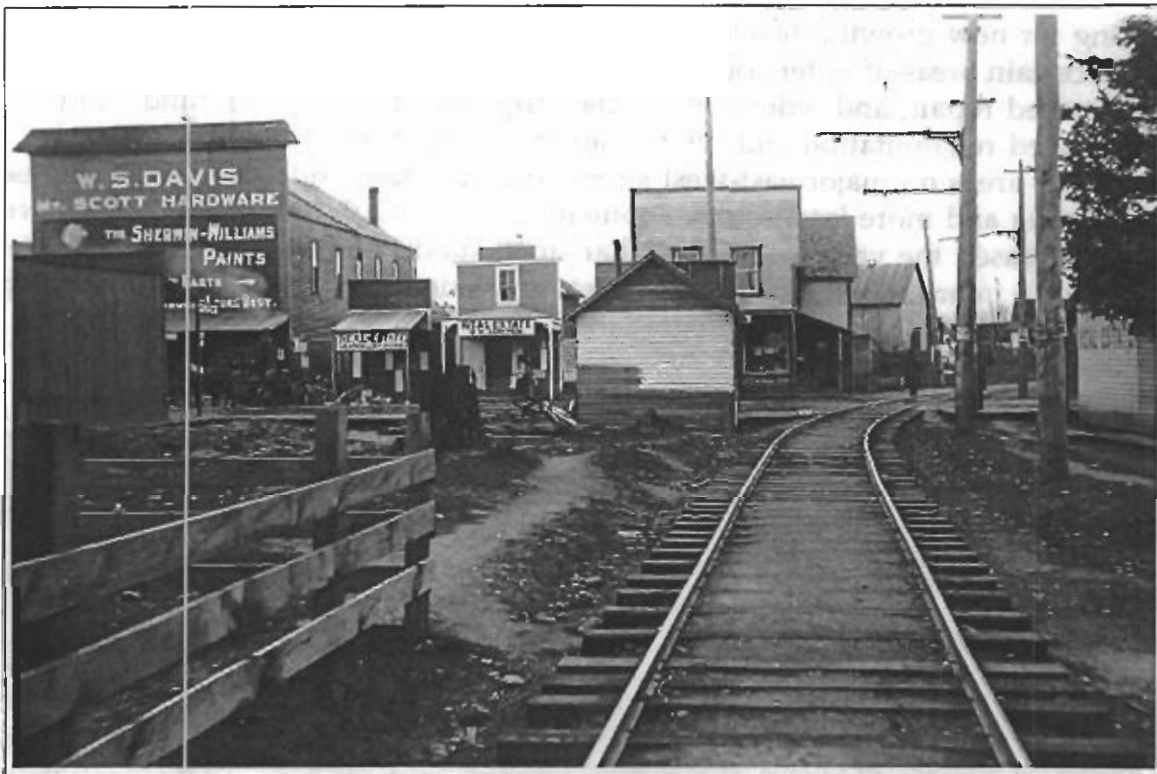


The First Montavilla 4th of July Parade, 1911  
Oregon Historical Society #OrHi 54272



## The Outer Southeast Community Plan Area

Outer southeast includes about one-fifth of the City's land area and contains about one-fifth of the City's population and housing. The area has large parcels of undeveloped residential land and large underdeveloped industrial sites such as the approximately 120 acre Freeway Land Company site south of Foster Road. Outer southeast contains over twenty four parks, as well as major recreational and natural resources - Powell and Kelly Buttes, Mt. Scott, the Springwater Corridor, the Glendoveer Golf Course, and Johnson Creek.



**Downtown Lents**  
**Oregon Historical Society #PGE 130-39**

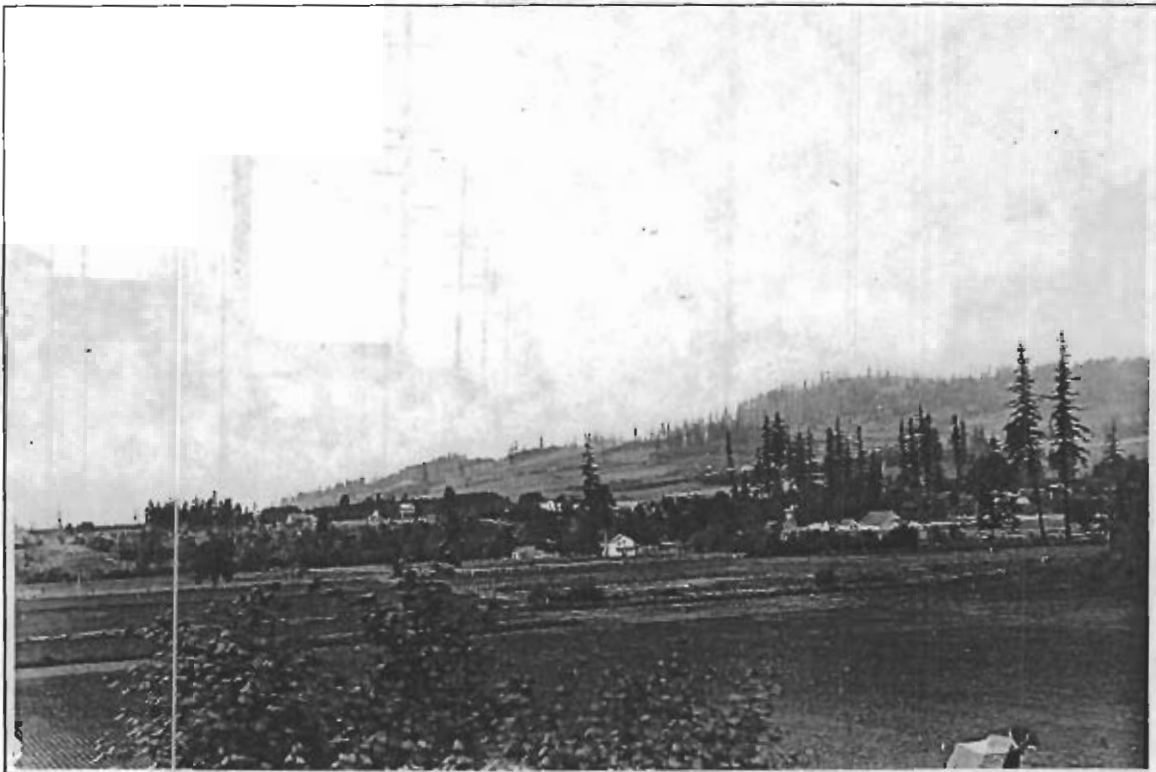
The Outer Southeast Community Plan area contains three regional shopping centers and a number of neighborhood commercial districts. The Gateway District, in combination with Mall 205 and the Portland Adventist Medical Center, is the largest commercial area between Portland's Central City and Gresham. Located at the junction of the MAX light rail line and the I-205 freeway, Gateway has been designated a Regional Center by Metro.

## Boundaries

The Outer Southeast Community Plan generally covers an area defined by neighborhood boundaries on the west, City boundaries on the east and south, and the Banfield Freeway and Halsey Street on the north. Map 1 identifies the boundary of the Community Plan.

## Neighborhoods

Outer southeast includes 11 City neighborhoods: Brentwood-Darlington, Centennial, Foster-Powell, Hazelwood, Lents, Mill Park, Montavilla, Mt. Scott-Arleta, Pleasant Valley, Powellhurst-Gilbert, and South Tabor. Map 2 identifies neighborhoods within the plan area.



Mt. Scott, as seen from the Johnson Ranch, 1906  
Oregon Historical Society #Pope 398

## Outer Southeast Community Plan Subareas

The Outer Southeast Community Plan area and population are quite large. Development patterns, topography and degree of urbanization vary considerably within outer southeast from one part to another. To deal with the plan area's size and to make the variety of issues more manageable, outer southeast has been divided into eight subareas:

1. Traditional Urban Neighborhoods
2. The 82nd to I-205 Corridor
3. Lents Town Center
4. Gateway Regional Center
5. MAX Light Rail Transit Corridor
6. Suburban Neighborhoods
7. Mixed-Era Neighborhoods, and
8. Mt. Scott/Johnson Creek

See Subarea map on page 22.



NE 82nd between Couch and Davis Streets. Vestal School is on the left.  
Oregon Historical Society #COP 02062

## Coordination with Citywide and Regional Planning

### Community Plans and Portland's Comprehensive Plan

The City uses community plans to update its Comprehensive Plan, adopted in 1980. The State of Oregon requires that all cities and counties update their plans periodically. The Outer Southeast Community Plan is the third community plan prepared by the City of Portland. The first, the Central City Plan, adopted in 1988, covers Portland's commercial core. The second, the Albina Community Plan, adopted in 1993, covers Inner North-Northeast Portland. City Council has adopted Community Planning Benchmarks to ensure consistency in the content of the community plans.



SE Foster Road and 64th Avenue in 1924.  
Oregon Historical Society #OrHi 44744

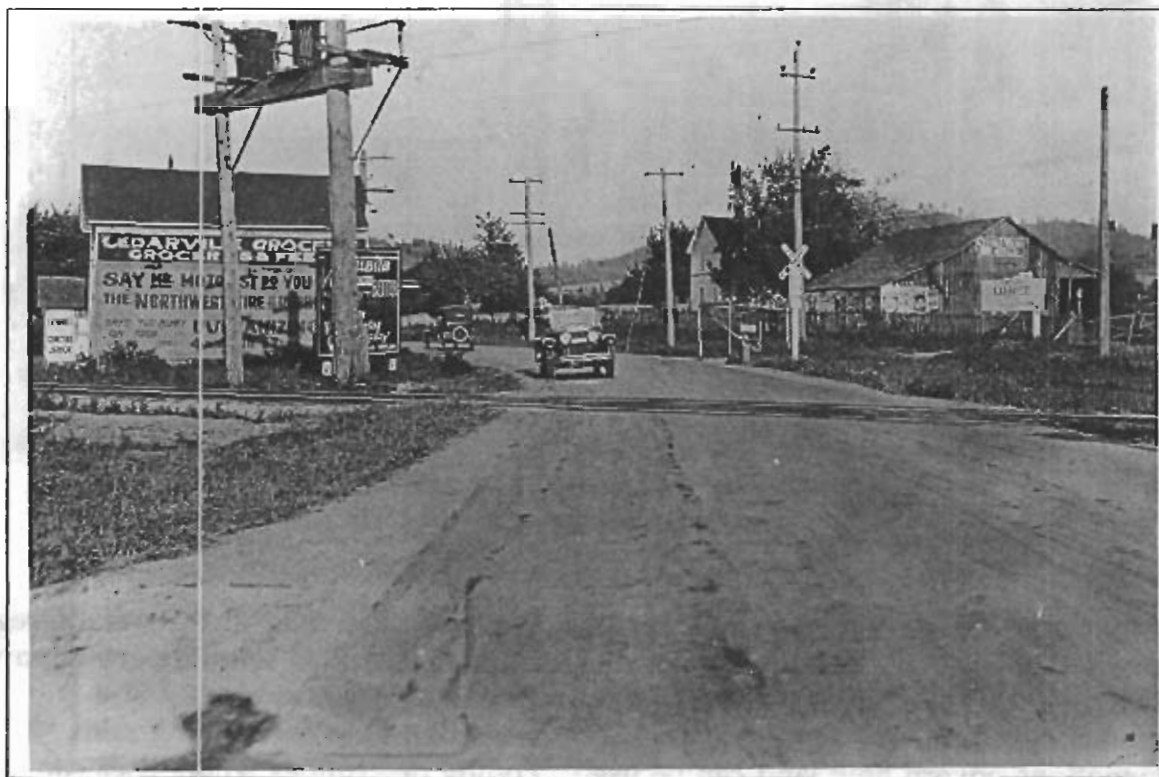
The Comprehensive Plan governs the City's land use planning. The State of Oregon requires that each city and county have a Comprehensive Plan to guide growth and development. The plan ensures that community livability is protected and provides development certainty. The Comprehensive Plan and zoning map designations govern how land can be used. Zoning determines where uses can locate, as well as height, building bulk, parking, site design, and landscaping. Comprehensive Plan map designations are for long-range land use. For the most

part, Comprehensive Plan map designations on the adopted plan map correspond with zoning designations.

## Metropolitan Planning

Metro, the governing body for the Portland metropolitan area, is in the process of planning for growth in the region over the next 45 - 50 years. The population is expected to grow by 500-750,000 people. On December 8, 1994 the Metro Council adopted its Region 2040 Growth Concept and accompanying map. The Growth Concept establishes the form for long term growth management of the metropolitan area. It notes areas where the Urban Growth Boundary might expand, the densities needed to accommodate projected growth within the boundary, transportation corridors, Regional and Town Centers, and areas to be protected as open space.

Many of Metro's growth concepts have been incorporated into the Outer Southeast Community Plan. The community plan provides detail and elaborates on the growth concepts in the outer southeast area. The 2040 plan designation of the Regional Center at Gateway was influenced by the Outer Southeast Community Plan process.

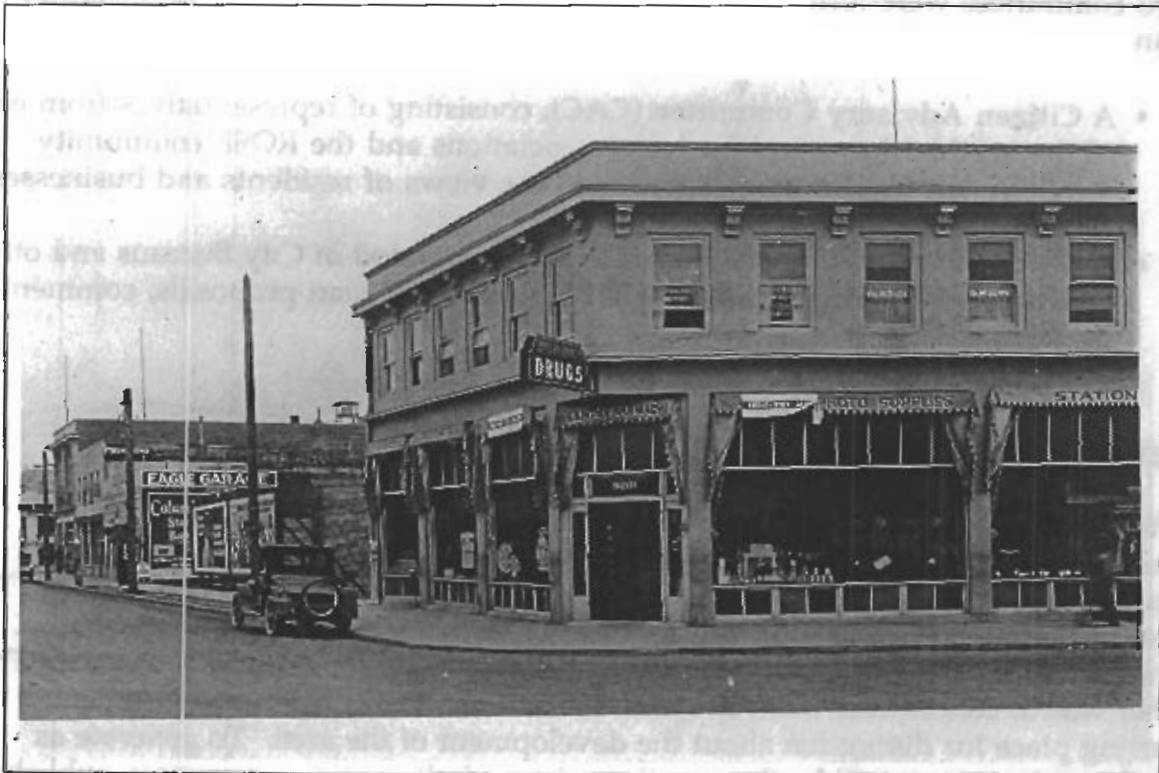


SE Powell Valley Road at Tinneman Junction  
Oregon Historical Society #OrHi 87870

The following are some of the Metro 2040 Plan Growth Concepts that are also features of the Outer Southeast Community Plan:

- Regional Centers: Gateway Regional Center.
- Town Centers: Lents Town Center.
- Main Streets: Portions of Foster Road, Division, Woodstock, Glisan, 82nd and 122nd.
- Employment Areas: The Freeway Land site and the industrial area surrounding Beggar's Tick Marsh.
- Station Communities: all the MAX light rail stations.
- Corridors: Halsey, Burnside, Stark, Division, Powell, Foster, 82nd, and 122nd.
- Urban Reserves: A portion of the Mt. Scott/Johnson Creek Subarea.
- Open Space: A portion of the Mt. Scott/Johnson Creek Subarea has been designated as potential Forest Park East.
- High Capacity Transit: The I-205 corridor from Gateway south to the plan area boundary.
- Inner Neighborhoods: All southeast neighborhoods.

Many of these features are illustrated on the Vision Plan Map. Many form the basis for Comprehensive Plan Map designations. All of the above terms are defined in Appendix 1: Glossary. Appendix 4: Vision Plan Map Elements further explains some of the features of Metro 2040's growth concepts that have been incorporated into the Outer Southeast Community Plan.



Lents, circa 1925, Oregon Historical Society #37294



## **The Planning Process**

The process of drafting a community plan involves talking and listening to the community about what they want to happen. Citizens must be consulted about how best to meet the state and local mandates for their area. Below is a summary of the planning process that led to the adoption of the Outer Southeast Community Plan.

### **Approval of a Process**

In August 1992, the Portland Planning Commission adopted a plan process which set out the study area boundary, the scope of the plan and its objectives, and strategies for citizen participation. The *Process Document* contains decisions reached on these topics.

### **Information Gathering**

Background information on the plan area was gathered and Planning Bureau staff held a series of workshops in the Fall of 1992. The purpose was to find out what residents and business owners in Outer southeast thought were the area's assets, problems and opportunities. In early 1993, A *Background Report* and map packet was published.

Two committees were formed at this time to advise City staff on the direction of the plan:

- A **Citizen Advisory Committee (CAC)**, consisting of representatives from each of the neighborhood and business associations and the ROSE community development corporation, represented the views of residents and businesses.
- A **Technical Advisory Committee (TAC)**, composed of City Bureaus and other governmental agencies, which will help carry out plan proposals, commented on their feasibility.

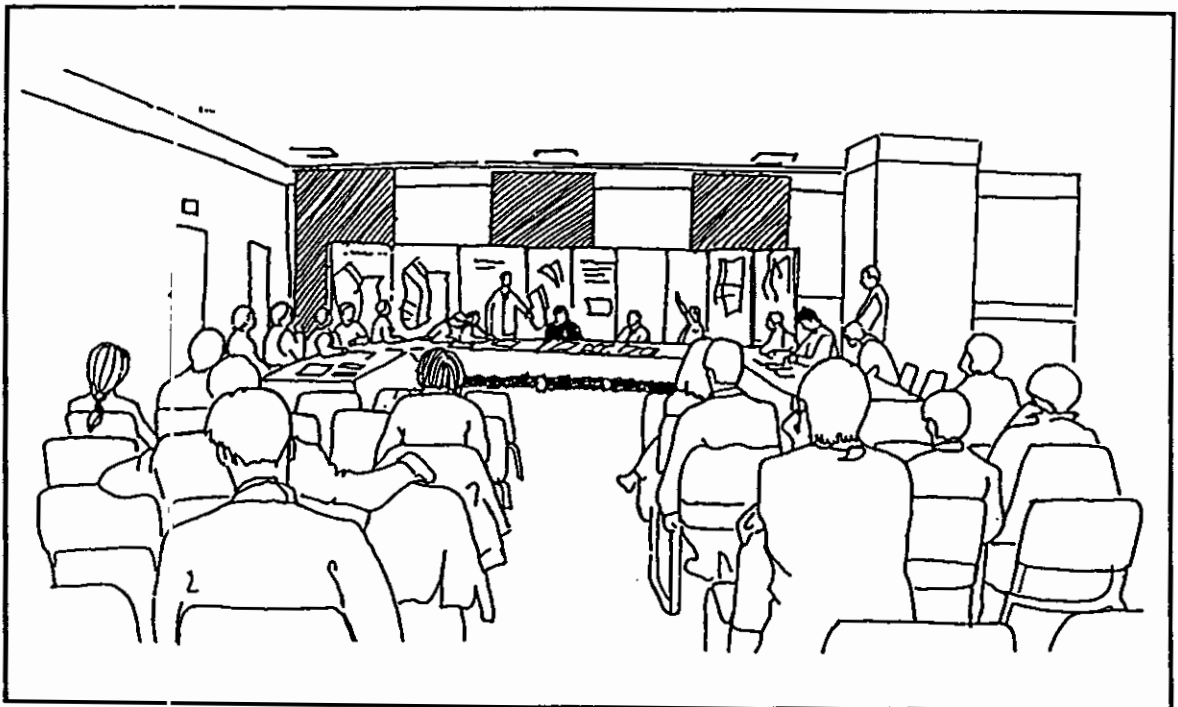
### **Review of the Alternatives**

After the background information was collected and analyzed and citizen's comments compiled, two alternative land use concepts for the plan area were drafted. Staff also prepared a questionnaire to accompany the two alternatives. The alternatives illustrated two different ways in which the plan area could develop. One was to disperse new housing and businesses throughout outer southeast. The other was to concentrate them in specific locations. These were meant to be a starting place for discussion about the development of the area. To generate as much response as possible, the questionnaire and alternative maps were published

as a tabloid and sent to 70,000 households and businesses. The Planning Commission then held hearings on the alternative concepts in March and April, 1994.

## **The Proposed Plan**

After the hearings, it was decided that more direction from the public was needed before drafting the proposed plan. Four workshops were held in the Fall of 1995 to solicit comment on Tentative Proposed Zoning maps and a Workshop Booklet. The latter contained proposed policies for proposed subareas. All the information received from these workshops, as well as comments from CAC and TAC members, correspondence, and concerns raised at meetings were taken into consideration when drafting the Proposed Plan and map.





## **Planning Commission Hearings on the Proposed Plan**

The Planning Commission held two public hearings on March 14 and 28th, 1995, to take testimony on the Proposed Outer Southeast Community Plan at the Portland Adventist Medical Center auditorium. An *Amendments Document* was produced that included the changes to the proposed plan requested at the hearings along with written requests that had been sent to the Planning Commission.

The Planning Commission took tentative action on the amendment requests in May and held a public hearing on their tentative actions on June 20, 1995. They made amendments of their own that were included in a second version of the Amendments Document. They took final action on the amendments at meetings on July 11 and August 8, 1995.

## **The Recommended Plan**

After final actions were taken on the amendments, the Planning Commission directed the Planning Bureau staff to make revisions in the Proposed Outer Southeast Community Plan, including the proposed neighborhood and business plans. The approved amendments were made to the proposed plan and the result was the Planning Commission's Recommended Plan.

## **City Council Hearings**

City Council held two hearings to receive public testimony on the Planning Commission's Recommended Plan. The first was held in outer southeast at Portland Adventist Medical Center on November 8, 1995, and the second in Council Chambers on November 15, 1995.

Planning Bureau Staff compiled written and oral requests for changes to the plan into an amendments document for review by City Council members. On January 11, 1996 the Council took action on all but two amendment requests. These requests dealt with recommended zoning in the Glenfair Neighborhood and the area around 122nd and Division. On March 20 the Council took action on the Glenfair request. Council deferred action on the 122nd and Division request until June 5, 1996.

## **City Council Adoption**

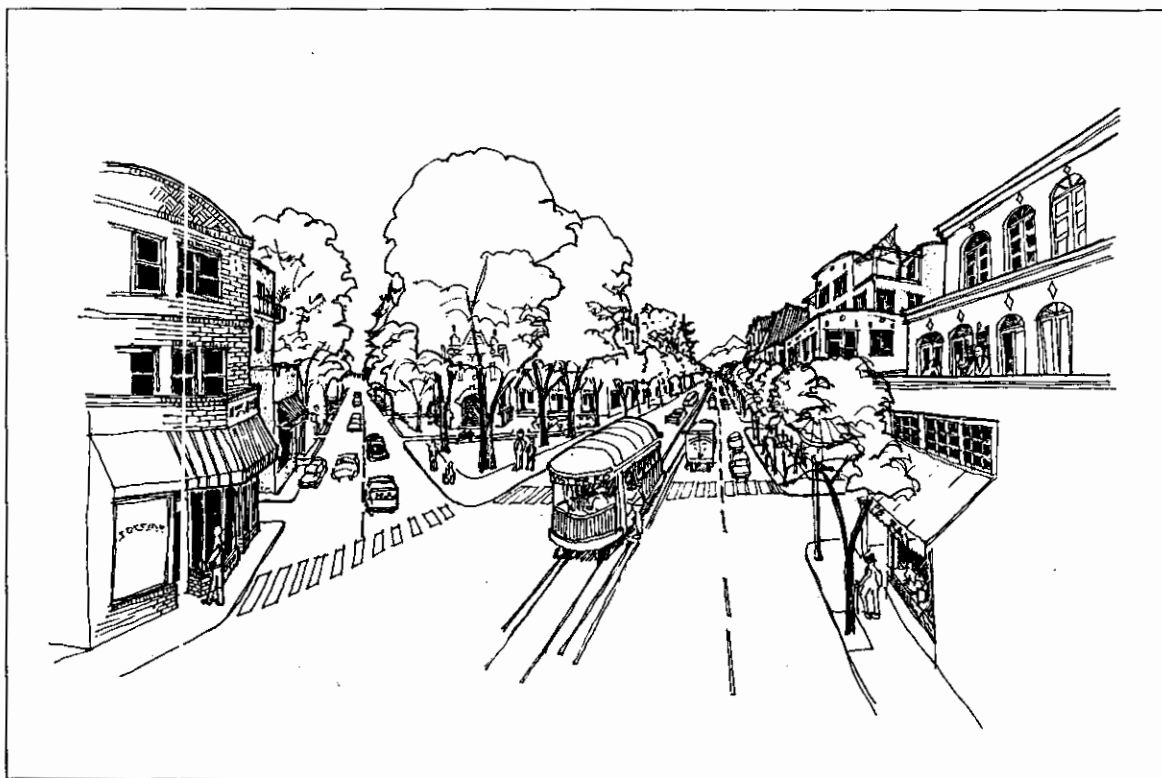
The City Council adopted the Outer Southeast Community Plan and the business and neighborhood plans as part of the City's Comprehensive Plan on January 31, 1996. The ten neighborhood plans are for the Centennial, Foster-Powell, Hazelwood, Lents, Mt. Scott-Arleta, Mill Park, Montavilla, Pleasant Valley, Powellhurst-Gilbert, and South Tabor neighborhoods. The Outer Southeast Business Coalition drafted the Outer Southeast Business Plan.

# **The Outer Southeast Community Plan**

## **A Perfect Vision for Outer Southeast Portland in 2020**

By the year 2020, the Outer Southeast Community Plan area's character has coalesced into a clear, distinct, and positive identity. Its homes, businesses, and institutions have been well-maintained or upgraded and the area provides a variety of attractive living and working environments. Its newer homes and businesses have been built with respect for the characteristics of the surrounding areas. New developments have stimulated the redevelopment and rehabilitation of lower-quality buildings, which in turn have spurred additional upgrading. This spiral of improvement is continuing into the future.

The outer southeast remains a fine place for individuals and families of all income levels to live, raise their children, and enjoy neighborhood camaraderie. Street trees shade neighborhood streets. Property owners have landscaped and made other improvements that have made neighborhoods more pleasant. Streets have been paved and sidewalks added; the entire area is safer and cleaner.



**At the crossroads of Foster Road and Holgate Boulevard  
Courtesy of Southeast Uplift, Drawn by Cynthia Bankey, Architect**

Business and neighborhood associations have sponsored tree-planting projects. The City, Metro, community civic groups, and Tri-Met have added street furniture and transit shelters along major commercial streets and shopping centers. These efforts have made the area's streets and business areas more enjoyable for shopping and relaxing with friends. Pedestrians are shielded from heavy traffic areas by the street trees and street furniture.

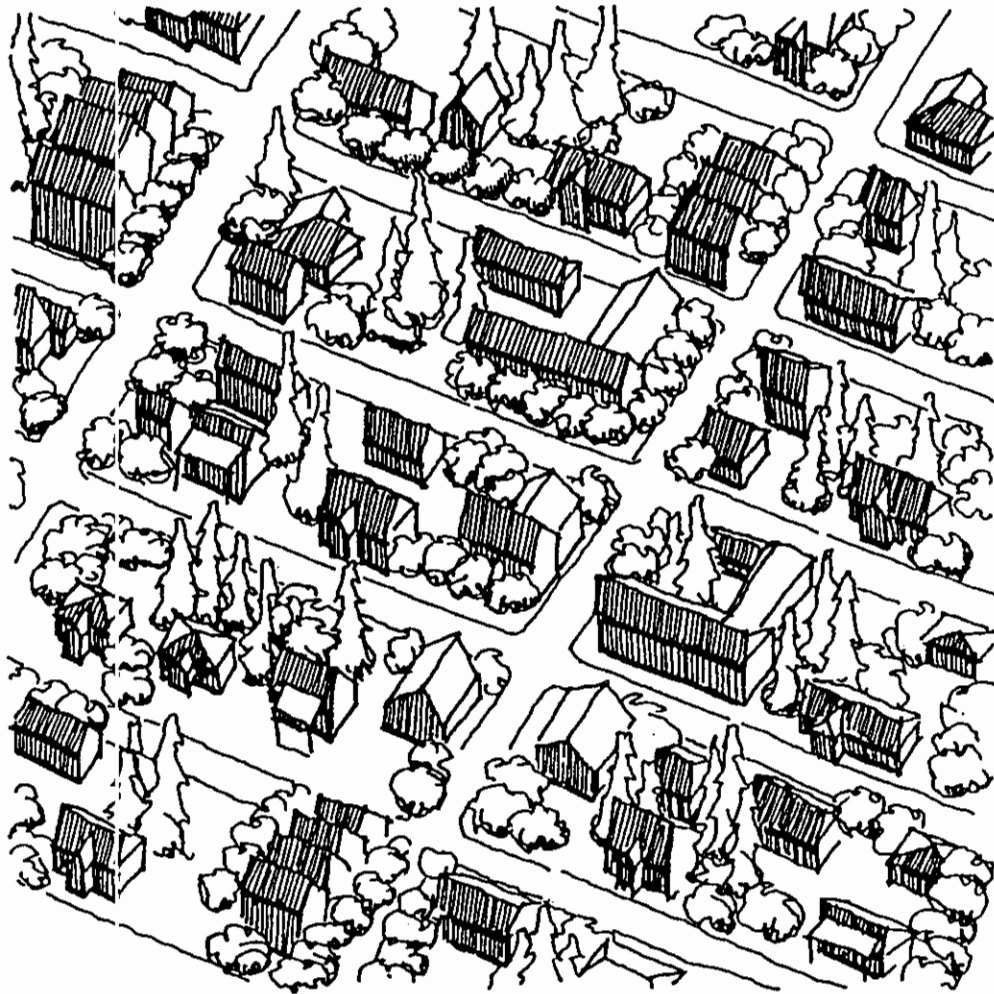
Special places in outer southeast, such as Johnson Creek, the Buttes, and Mt. Scott, are protected for their resource value and the enjoyment of the City's citizens. Problems with flooding, erosion, and pollution are solved. The Springwater Corridor continues to attract both residents and visitors, who monitor its health and help protect it from encroachment.

Newly-arrived Oregonians, whether immigrating from other countries or from other parts of the United States, find the outer southeast area to be one of the region's better bargains and locations for housing. New residents bring with them different traditions, making this part of Portland exciting, as residents and businesses explore new ways of living, playing, and working together.

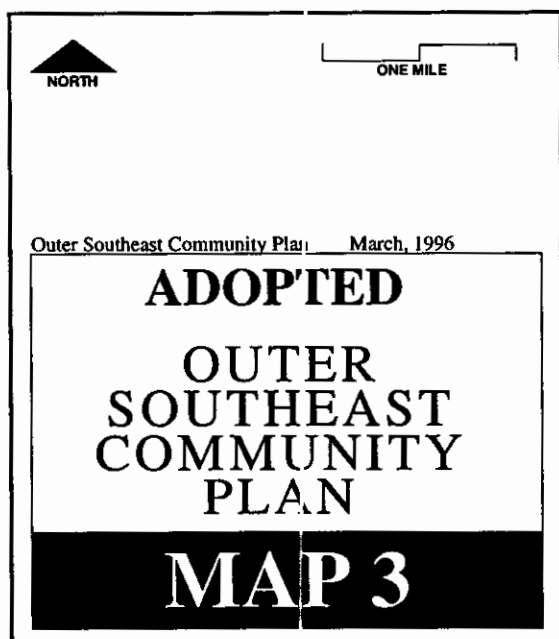
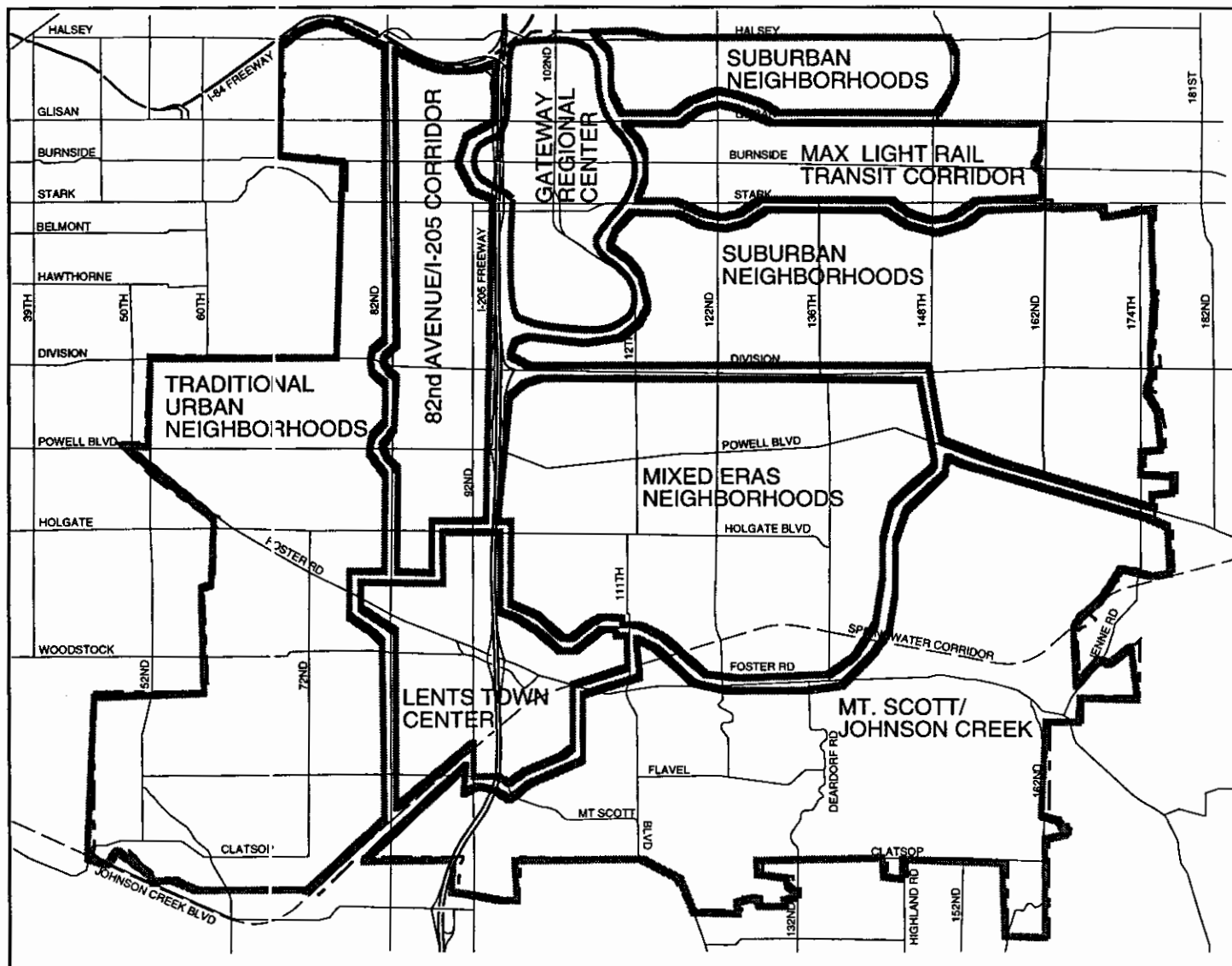
The community's streets have remained safe, and become safer as residents and businesses work as partners with crime prevention agencies.

Outer southeast: Portland has been blessed with a grid transportation and street pattern, that makes every mode of transportation easy to use. This pattern benefits transit riders, bicyclists, and pedestrians. Transit service continues to improve, keeping pace with the growth of the area's households and jobs.

Residents and businesses have demonstrated that they care about their neighborhoods and community by investing their time and energy in the Outer Southeast Community Plan's implementation.





From *Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland* by Portland Community Design



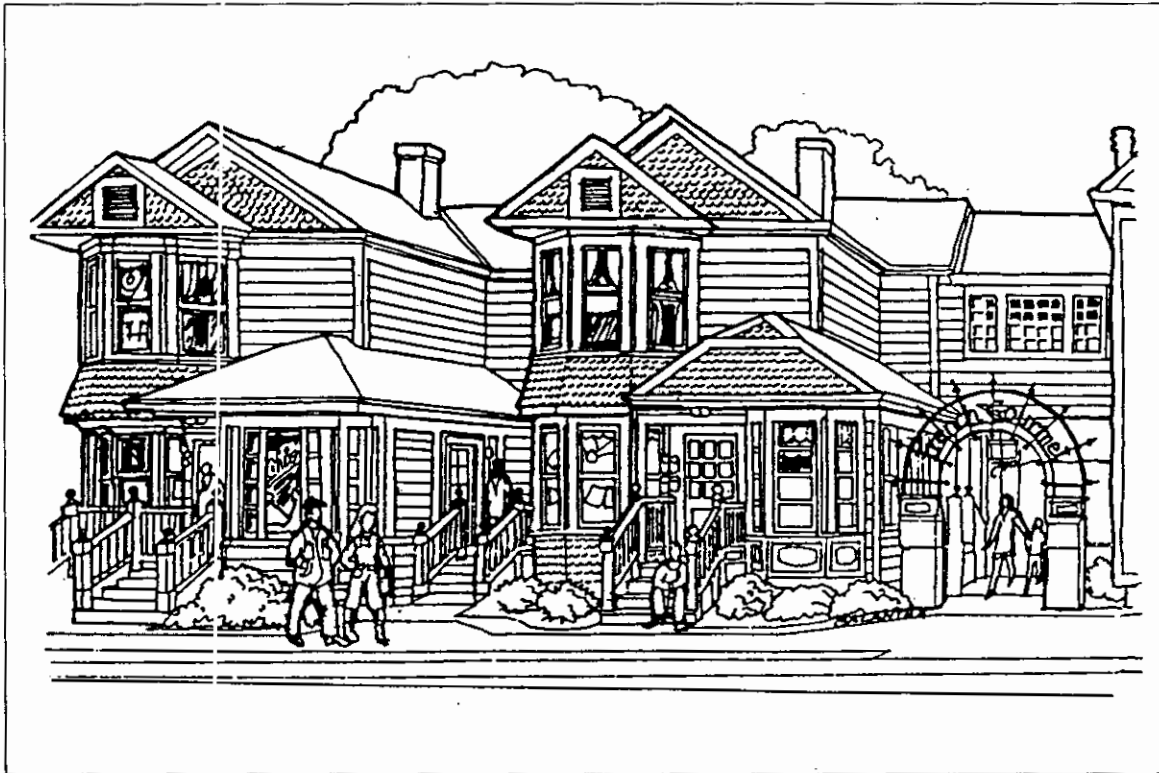
## Outer Southeast Community Subareas

### Legend

-  Outer Southeast Community Plan Boundary  
 Subarea Boundaries

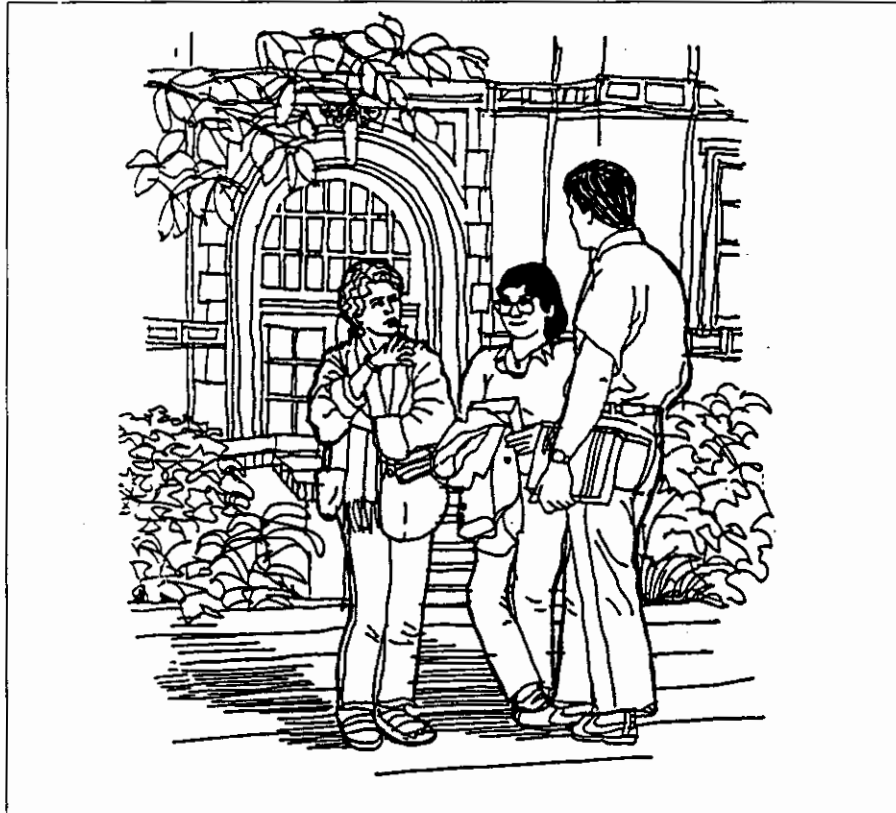
## Outer Southeast Subareas: Looking Back with Perfect Vision From 2020

**Traditional Urban Neighborhoods.** The predominant character of this area builds on the large number of buildings remaining from earlier development periods. Bungalows, farmhouses, and small attractive Victorians have been preserved and renovated, giving the neighborhoods a charm usually only found in older neighborhoods closer to the river. Businesses along Foster and Powell have successfully emerged from auto-dominance to a more friendly mix of local and regional services, retail shops and offices, some fronting directly on the now pedestrian-friendly streets and some oriented to side and back parking.



Renovated homes along main streets provide an attractive means to integrate shops and offices in the existing neighborhood fabric.

**The 82nd - I-205 Corridor.** Formerly dominated by auto traffic, this corridor has experienced the most profound change in outer southeast Portland. From an aging commercial strip, this subarea has transitioned into a hub of business, transportation and educational activity. Building on the established institutions of Marshall High School, Portland Community College, Cascade College, and the Multnomah Bible College, residents and businesses have successfully built links with these and other vocational, trade, and collegiate schools in the region.



There are three colleges in the 82nd Avenue/I-205 Corridor Subarea.

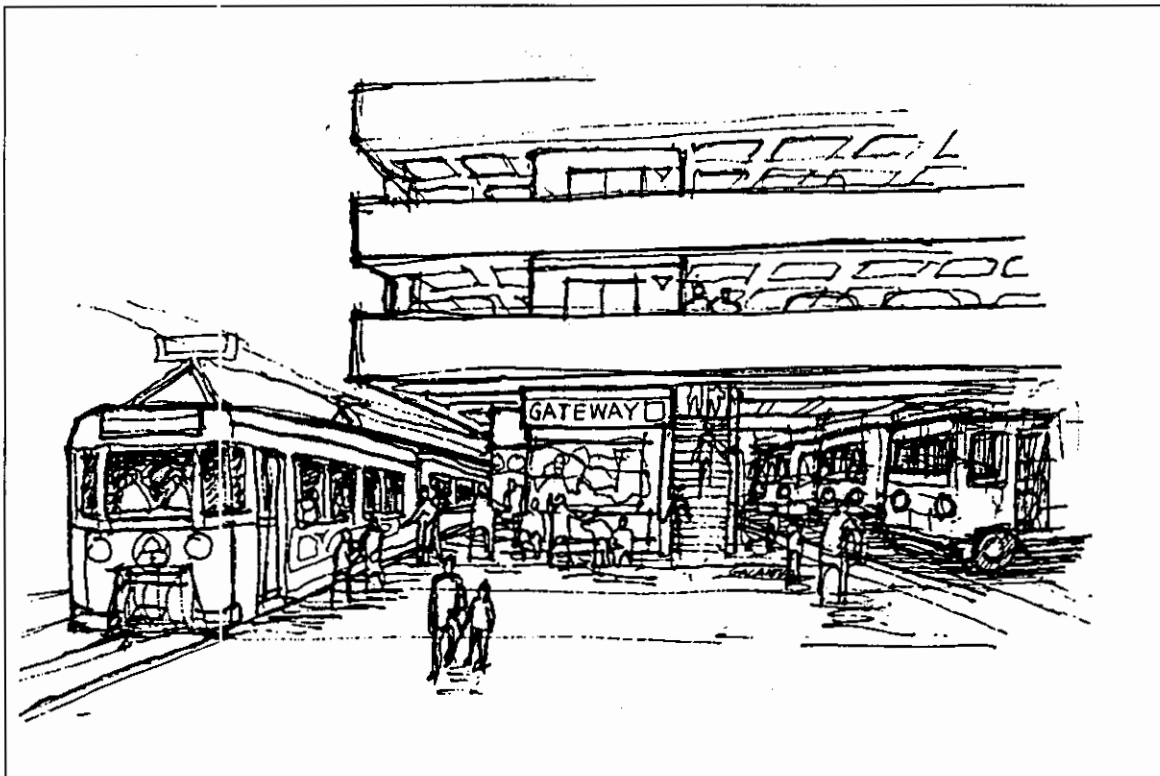


**Lents Town Center.** Having made the transition to an "urban village" and area-wide employment center, the Lents Town Center has become the region's showpiece. Framed by traditional and alternative forms of housing and blessed with a variety of recreational opportunities, open spaces, and parks, the Town Center was challenged to meet the needs of both environmental constraints and economic imperatives. Its success encourages residents and businesses to invest in the area and shoppers to visit.



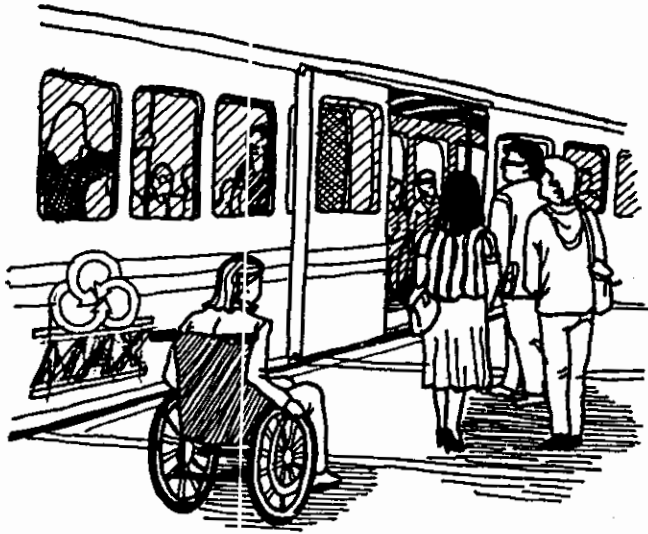
A 2020 vision of Lents looking east on Foster Road. Courtesy of the Regional Rail Summit Charette, 1992

**Gateway/Mall 205 Regional Center.** Growing dramatically, Gateway has added many multi-storied buildings with ground floor restaurants and trendy retail shops, as was anticipated in 1995. Modern transit stations let passengers off at locations sheltered from the strong east winds and driving winter rains. Beyond the stations lie the heart of this exciting new employment, commercial, and entertainment district, anchored by major retailers and office complexes. The park blocks are the focus of development and offer open space and relaxation for the growing population of residents, workers, and visitors.



**A future light rail transit stop in the Gateway Regional Center.**

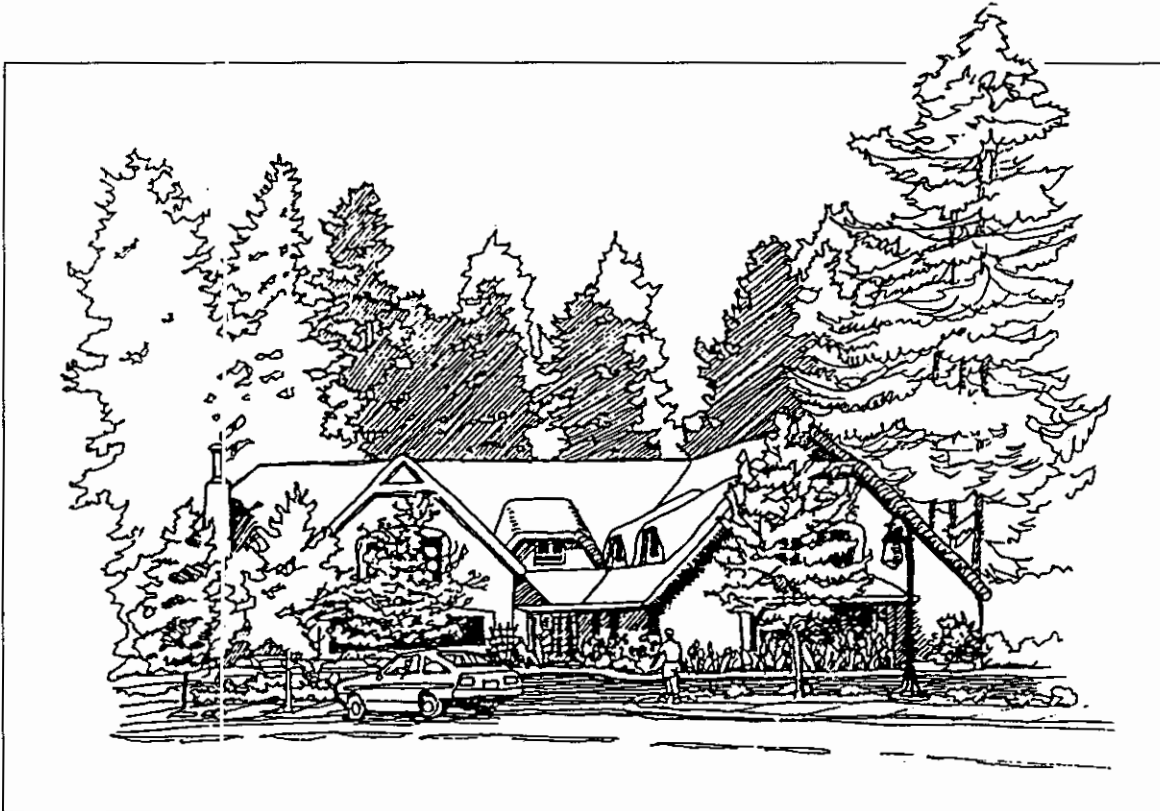
**MAX LRT Corridor.** All along the line, folks now walk, bike, and pursue sociable and recreational activities with their neighbors. Apartment, condominium, and row house developments grow up around the area's light-rail transit stations with their lively sidewalk environments. Retail and office establishments, day care centers, gyms, and local shopping centers attract residents who live here for ease of access to the greater metropolitan area.



In mixed use development shopkeepers provide a watchful eye during business hours while residents are away at work.



**Suburban Neighborhoods.** This subarea has seen the least change. Its stable neighborhoods have seen modest infill housing. Some owners have decided to take advantage of the City's policy to allow "mother-in-law" apartments in existing homes. A number of row houses and apartment complexes have been built near transit streets. Residents find that developers have constructed dwellings that "fit" with similar buildings nearby and enhance public safety.



**The Cherry Blossom Cottage is a local landmark in the Mill Park Neighborhood.**

**Mixed-Eras Neighborhoods.** Similar in nature to the Suburban Neighborhoods Subarea, this subarea experienced a high growth rate. The area was expected to grow quite a bit, because of the construction of the sewers, and also because lots were large enough to make new developments financially attractive to owners. That is, indeed, what has happened. Renovation of older homes improved the area's image in the larger community. Small neighborhood businesses such as groceries, audio and video rentals, day care, and beauty salons have opened within walking distance of home.



Large lots have been divided into smaller blocks with narrow streets, sidewalks, and street trees. This provides a cozy streetscape with safe walkways to stores and public transit.  
Courtesy of Southeast Uplift, Drawn by Cynthia Bankey, Architect

**Mt. Scott/Johnson Creek.** A large new east Forest Park on the north slope of Mt. Scott echoes west side park development and provides an attractive open space focus for all of southeast Portland. This area has become a major link in Metro's Greenspace Program, a band of open space that now encircles the entire region, as well as the 40 Mile Loop.

See the next section on the Vision Plan Map for more detailed proposals.



Johnson Creek flows through the Mt. Scott/ Johnson Creek Subarea.

# The Vision Plan Map

The Vision Plan Map shows one way to make the Vision on the preceding pages a reality. The Vision Plan Map serves as a standard against which to measure desired change in outer southeast in the coming decades. It provides a framework within which to think about issues and concerns. It is a generalized blueprint for growth. The Vision Plan goes beyond what is possible through zoning and the limitations of market value.

This map and its elements take what people have said from the beginning — that they like this part of town — and, acknowledging mandates, identifies possibilities not immediately evident in the Comprehensive Plan map. The Vision Plan illustrates important elements of the Vision. These are:

- 1) dividing the plan area into eight subareas, each with its own distinctive character;
- 2) focusing intense development at Gateway and Lents, along main streets, and at nodes;
- 3) identifying land for parks and open spaces; and
- 4) identifying and locating urban design features.

Two compelling map features are the **Gateway Regional Center** and the **Lents Town Center** with a Mixed Used Employment Center at the Freeway Land Company site. (The Freeway Land Company site has been added to the town center as part of the plan.) Thriving commercial and employment centers, both with high-density housing, parks, and waterways, are envisioned.

Gateway will be the centerpiece for outer southeast, situated at the convergence of two freeways and the MAX line. Its success as an identifiable center relies heavily upon the development of the park blocks and focal points envisioned in the Plan.

The Lents Town Center, with its historic buildings, is advantageously situated. Both Johnson Creek and the Springwater Corridor run through it. Beggar's Tick Marsh is within its boundaries as is the Freeway Land site with its as an employment center.

The Vision Plan Map recognizes that, generally, most outer southeast streets are auto-oriented corridors. Although some portions of the major streets west of I-205 had trolley lines on them at the beginning of the century, new development expanded into the country because the automobile made it more accessible.

This Vision Plan Map envisions a transition to a more pedestrian-friendly environment by widening sidewalks and adding street trees. Some of these streets will be a new kind of "Main Street" with buildings placed next to the sidewalk with

ground floor windows and entrances facing the street. The idea behind changing the character of the streets in this way is to make them belong to walkers, bicyclists, and transit users as well as automobile drivers. Transforming our major streets to be more attractive to foot traffic is good economic sense.

On the Vision Plan Map a **major park and open space area** is envisioned on the **north slope of Mt. Scott**, a counterpoint to Forest Park in northwest Portland. While such an effort would require land purchases or donations, the proposal echoes that of Forest Park by the Olmstead Brothers, who suggested the original scheme of parks for the City (Washington Park, Terwilliger Parkway, etc.).

See Appendix 4: Vision Plan Elements for a more detailed explanation of elements of the vision.





## Outer Southeast Community-wide Policies

Community-wide policies provide the overall framework for the Outer Southeast Community Plan. The emphasis is on more efficient use of commercial and industrial land, additional opportunity to build new housing, and land use patterns that support alternative means of travel — transit, bicycling and walking. These policies present the rationale for changes to the Comprehensive Plan map and amendments to the Zoning Code. Other City programs that support these objectives are also mentioned.

An introduction describing major features and defining key words precedes each of the six policy areas. This is intended for explanation only. The policy and the objectives have been adopted by ordinance. The action charts have been adopted by resolution. Particular projects, programs, and regulations are listed along with a time line and implementors of these actions.



OSE's tall trees and abundant landscaping help to unify the variety of styles and scales that are prevalent in the area.

From *Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland* by Portland Community Design

## Economic Development Policy Introduction

Providing opportunities for local good-paying jobs and promoting vital commercial and industrial areas in the neighborhoods are important objectives of this policy. Increasing the disposable income of residents helps ensure that local businesses will succeed. If these businesses have enough income to upgrade their appearance and expand available goods and services, they will be able to draw more customers from both within and outside the community and provide more jobs.

### New Job Creation

A majority of residents in the outer southeast neighborhoods have incomes below the City median income. More of these residents need jobs that pay a family wage. Metro's definition of a **family wage job** is "A permanent job with an annual income greater than or equal to the average annual covered wage in the region."<sup>1</sup> The plan area must attract businesses that provide these kinds of jobs.

The goal for new job creation in the Outer Southeast Community Plan is 6,000 new jobs over the next 20 years. Promoting more intense use of land currently zoned for commercial and industrial use is how this plan will aid the creation of new jobs. A primary goal of the Outer Southeast Community Plan is to encourage more labor-intensive businesses to locate on available land. Also, the Portland Development Commission will be targeting outer southeast for "workforce development." This means creating community networks to connect outer southeast residents with job opportunities and job training.

### A Regional Center

One of the most important proposals is creating a "**Regional Center**" in the area from the Gateway Shopping Center to the Portland Adventist Medical Center area. Metro defines a "Regional Center" as a major employment center with good access by mass transit. High-density housing and more intense commercial uses including office buildings are encouraged in the area. The application of the **Institutional Campus** designation provides certainty that Portland Adventist Medical Center, outer southeast's largest employer, can grow.

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<sup>1</sup> The Oregon State Employment Division puts the average covered wage for the Portland metropolitan region for 1993 at \$26,683. This comes out to almost \$13.00 an hour.

## **Revitalizing Commercial and Industrial Areas**

Some of outer southeast's commercial and industrial areas are underused. These areas include parts of 82nd Avenue and older industrial areas. Older neighborhood commercial districts such as Foster Road west of 82nd Avenue and Montavilla are in need of physical improvements. Lack of parking spaces and room for businesses to expand are both serious problems. Neighborhood residents are concerned that more successful businesses will move out of these districts, taking their jobs with them.

## **Reusing Land in Older Auto-oriented Commercial Strips**

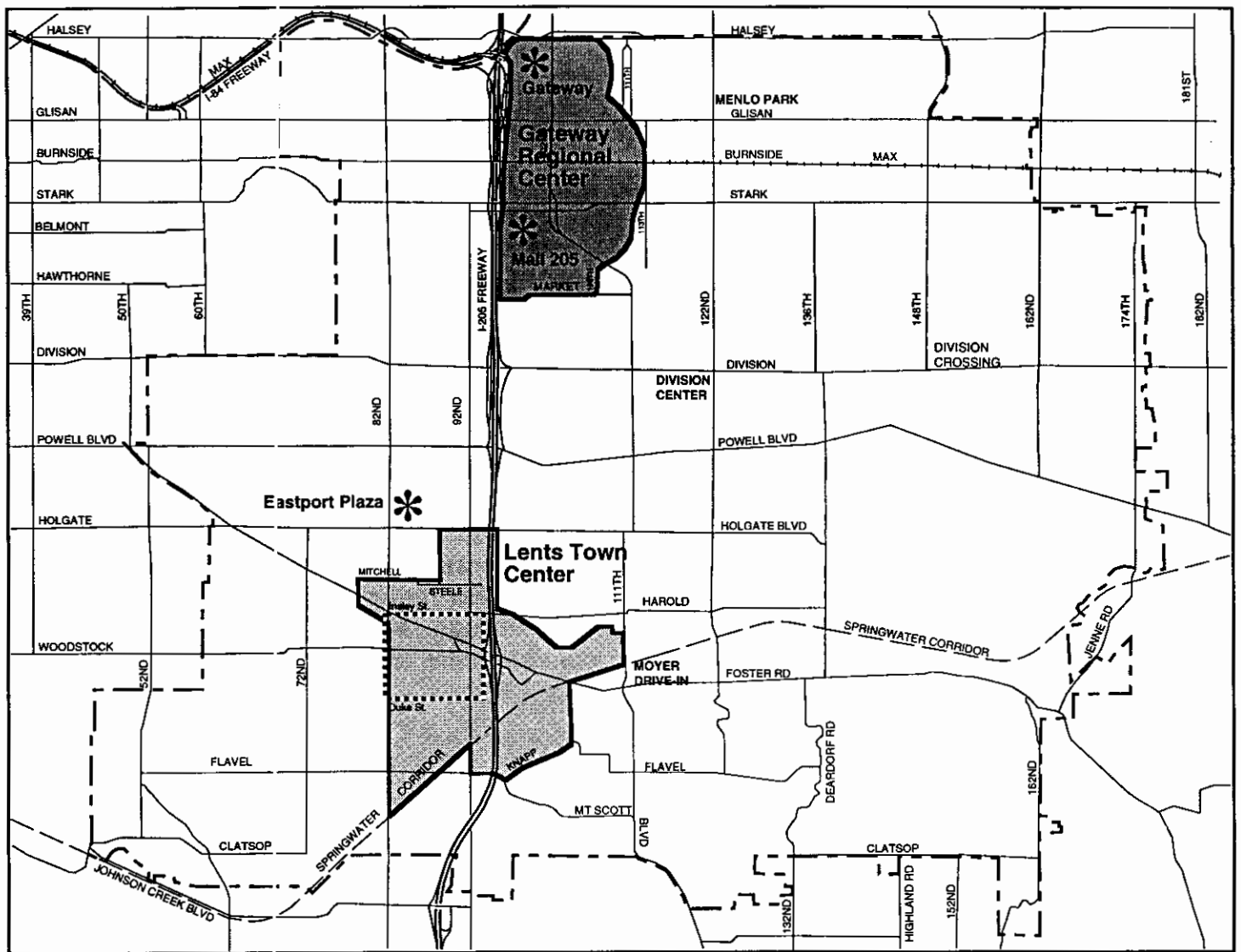
To attract higher-paying jobs to the area, some commercial land was rezoned so that more industrial businesses can locate in outer southeast. Large sites at 82nd and Foster were zoned Central Employment so that a wider range of uses can locate there when the area around this intersection redevelops. The south end of 82nd was zoned for General Employment uses, allowing more and larger industrial businesses.


## **Industrial Areas**


Industrial areas such as Prunedale and the area south of Kelly Butte were zoned to attract more labor-intensive businesses. General Employment zoning, EG, was applied to both areas to allow a wider range of uses, including industrial. The Freeway Land Company site was zoned a combination of EG and Heavy Industrial, IH. This will allow office and commercial uses to locate on the outside edges of the site and the continuation of heavy industrial uses in the interior. Both Prunedale and the southern portion of the Freeway Land site have Comprehensive Plan designations of Central Employment to allow them to develop more intensely in the future.

## **Neighborhood Business Districts**

In the older neighborhood commercial districts, both public and private efforts are being made to improve business retention and allow business expansion. The depth of zoning was increased along Foster Road so that existing businesses can expand. The Portland Development Commission has funded a storefront improvement project in Lents and has targeted the business district for loans and other kinds of assistance. A revitalization plan for Lents is being drafted by the ROSE Community Development Corporation in cooperation with local business owners.



  
NORTH

  
ONE MILE

Outer Southeast Community Plan March, 1996






**ADOPTED**

**OUTER  
SOUTHEAST  
COMMUNITY  
PLAN**

**MAP 4**

## Economic Development Policy Map

### Legend

-  Outer Southeast Community Plan Boundary
-  PDC Target Commercial Area
-  Major Shopping Centers
-  Regional Center
-  Lents Town Center

## Economic Development Policy:

**Improve the vitality of outer southeast business districts and employment centers. Ensure that they grow to serve the needs of outer southeast residents, attract customers from throughout the region, and generate family wage jobs for residents.**

### Objectives:

1. Foster the revitalization of older business districts including Foster Road, 82nd Avenue, and the former downtowns of Lents and Montavilla.
2. Promote the reuse and redevelopment of vacant, underused, or dilapidated commercial sites on arterials along both sides of I-205.
3. Create up to 6,000 new jobs in the outer southeast area by encouraging development of commercial and industrial areas.
  - a. Increase the range of uses allowed in portions of commercial strips that are likely to redevelop. This would include more light industrial uses with fewer restrictions on size.
  - b. Maintain a supply of land on which industrial uses can locate.
  - c. Provide certainty for medical and education institutions, encouraging them to grow and foster related businesses nearby.
  - d. Encourage the development of a regional center in the area from the Gateway Shopping Center to the Portland Adventist Medical Center.
  - e. Encourage the development of the Lents Town Center at the I-205/Foster Road interchange.
4. Promote the retention and growth of existing businesses to increase the number of jobs they provide.
5. Recruit businesses that provide family-wage jobs.
6. Provide outer southeast residents with information and access to family-wage job opportunities.

## Economic Development Policy Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
ED1	Identify portions of older commercial areas that need commercial facade improvements and seek funding for them.		X			BAs, PDC, BHCD, ROSE
ED2	Look for opportunities to expand City programs for storefront improvement and business development.		X			PDC
ED3	Support the development of a regional center in the Gateway Shopping Center to Portland Adventist Medical Center area as designated in Metro's 2040 Plan.		X			BOP, Metro
ED4	Assist in the redevelopment of the Freeway Land Development Corporation site for high density employment opportunities.			X		PDC, BHCD
ED5	Expand Portland Community College's 82nd Avenue facility and meet more of the job training and educational needs of the area's residents.				X	PCC
ED6	Create a network of community organizations that help connect outer southeast residents to jobs.			X		PDC
ED7	Support the development of a Town Center at Lents as designated in Metro's 2040 Plan.				X	OSEBC
ED8	Advocate for additional business opportunity and development at the intersection of SE 52nd and Flavel when the Brentwood-Darlington Neighborhood Plan is updated.				X	B-DNA
	<b>PROGRAMS</b>					
ED9	Provide planning and technical assistance to local business associations working to improve the area's business districts and employment centers.		X			BOP, PDC, State
ED 10	Seek funding to support programs providing educational and developmental assistance and investment capital for area businesses.			X		BHCD, PDC, BAs, ROSE
ED 11	Maintain an accessible inventory of vacant and redevelopable industrial sites in the community.		X			PDC, BAs
ED 12	Consider maintaining an accessible inventory on vacant and redevelopable commercial sites.			X		PDC, BAs
ED 13	Coordinate public programs for businesses with City's First Source Agreement Employment Policy.			X		PDC

## Economic Development Policy Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS</b>					
ED 14	Increase the depth of zoning to 200' in certain locations along Foster Road and 82nd Avenue to allow existing businesses to expand.	X				BOP
ED 15	Use the "b" buffer overlay zone to improve the compatibility of new full block development with adjacent residentially zoned areas.	X				BOP
ED 16	Rezone portions of existing commercial strips to allow a greater variety of employment uses to increase their potential for creating family-wage jobs.	X				BOP
ED 17	Maintain a supply of land designated for Industrial Sanctuary in the southern part of the plan district	X				BOP
ED 18	Zone some smaller underused general industrial areas to employment use to allow for more intense development of a broader range of uses. These include Prunedale and an area along Powell Boulevard south of Kelly Butte.	X				BOP
ED 19	Apply the institutional designation to large institutional uses to encourage them to stay and expand in the plan area. These are Portland Adventist Medical Center, Franklin High School, David Douglas High School, PCC 82nd Avenue Campus, Marshall High School, and Multnomah Bible College.	X				BOP

**Note:** Action Charts were approved by Portland City Council by resolution. They are a starting place. All actions have an identified implementor. They were adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.

## Transportation Policy Introduction

A good network of major streets and two interstate highways serve the Outer Southeast Community Plan area. In most of the plan area, the location of major east-west and north-south streets form a grid every half mile to a mile. This street grid allows traffic to move through the area without serious congestion. This may not be the case in the future, however, since the area is expected to grow. Preventing future traffic congestion will depend on increased use of alternative modes of transportation: public transit use, bicycling and walking. Reducing auto dependency is not just a desirable goal — it is a requirement. The State of Oregon's Transportation Planning Rule requires the City to reduce the amount of auto use by 20% in the next 30 years.

Low-density residential neighborhoods and dispersed shopping and employment centers generate traffic. The further apart our destinations, the more likely we will travel by automobile and the longer those trips will be. More intense development will reduce the need for driving by providing support for frequent transit service and amenities such as sidewalks and street trees. This policy encourages more compact development, particularly around the light rail stations, streets with bus service, and commercial areas.

### Housing on or near Streets with Transit Service

Increasing housing along streets with bus service is the most important strategy for reducing auto use in the Outer Southeast Community Plan area. Streets with current or planned public transit service are called "**transit streets**" in the Transportation Element of Portland's Comprehensive Plan. All the major arterials in outer southeast, as well as a number of minor through-streets known as collectors, are transit streets. "**Major**" transit streets have more frequent bus service. The greatest housing densities are located along these streets. On "**Minor**" transit streets, bus service is not as frequent or is planned but not yet available. Lower-density multifamily and high-density single-family housing densities designations were applied along these streets.

The plan also promotes the development of more housing around MAX light rail stations. The zoning encourages attached housing, such as row houses and multifamily housing. Light rail makes it easier for residents to commute easily to Portland's Central City and Gresham. MAX will soon tie into the west-side light rail line allowing quicker commuting to employment centers in Washington County. According to the Metro 2040 plan, some form of high-capacity transit is planned for I-205. Housing densities have been increased where transit stops would be located — adjacent to the freeway where it intersects with major streets.



## **Connecting Streets**

Improved connections among smaller local streets can reduce driving distances. West of I-205, a local street grid is in place. However, more suburban and rural areas east of I-205 need better street connections. In some places, long blocks have no connecting east-west or north-south streets for a half mile or more. New single-family homes are being built on flag lots and small subdivisions are being created around short cul-de-sacs in the interior of long blocks. The lack of connecting streets makes walking and bicycling difficult. Getting to transit service is also more complicated. Expanded Johnson Creek Basin and Gateway Plan District regulations will address this problem.

## **Neighborhood Commercial**

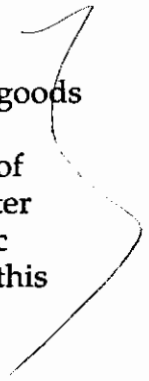
Locating neighborhood commercial uses in residential areas away from commercial strips and shopping centers reduces reliance on the automobile. Several small nodes of neighborhood commercial zoning have been created east of 122nd in residential areas. Residents will be able to walk or bike to a convenience store or small grocery store to buy a quart of milk or a loaf of bread instead of driving.

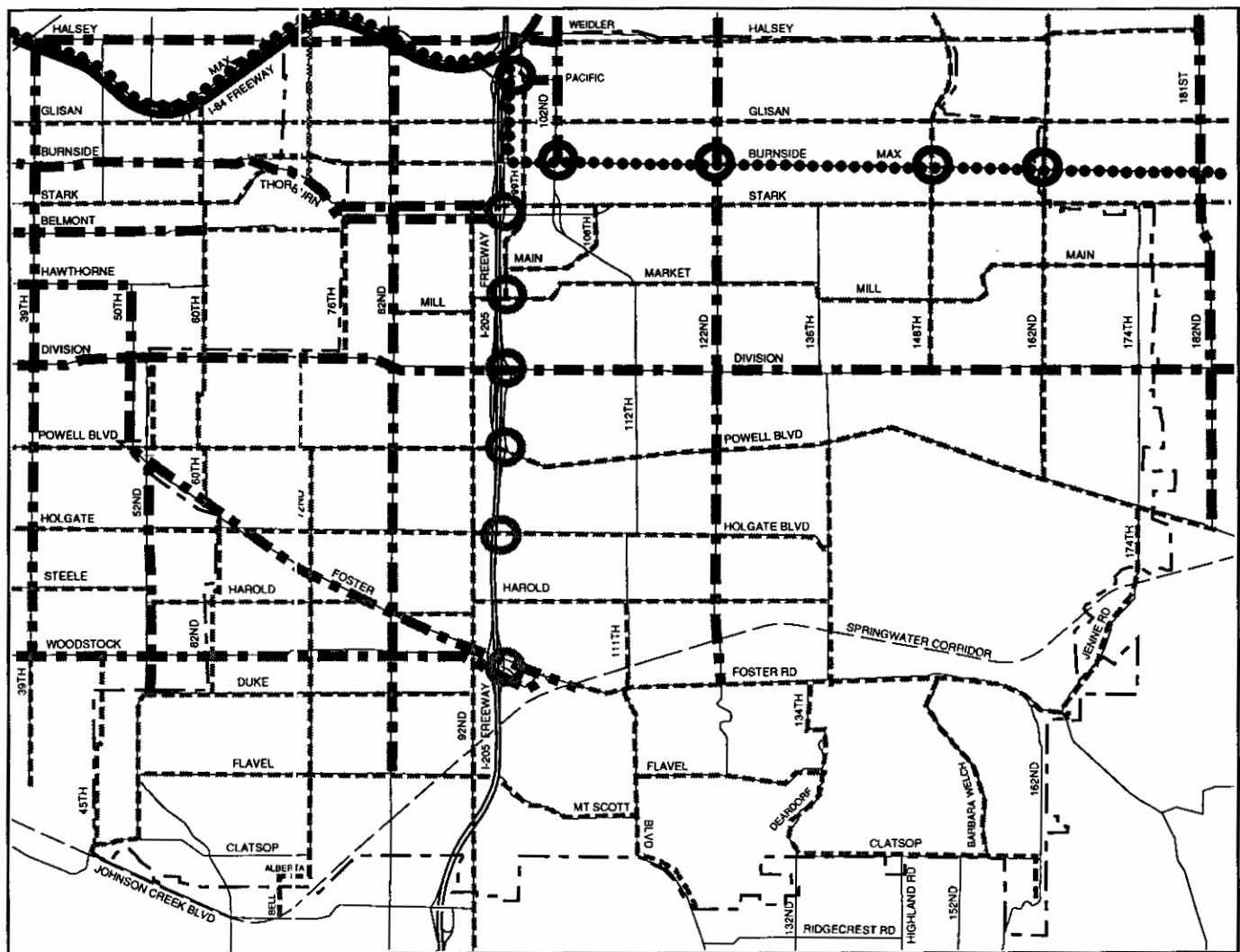
## **Through Traffic in Residential Neighborhoods**

Keeping pass-through traffic out of residential areas as the population grows helps preserve the livability of outer southeast neighborhoods. The area's neighborhood associations have been instrumental in identifying streets with excessive traffic and speeding and which are in need of traffic management devices such as speed bumps. This policy addresses reducing traffic on local residential streets generally. The neighborhood plans drafted as part of the outer southeast planning process deal with the issue of excess traffic and speeding on residential streets more specifically.

## **Truck Routes**

Industrial areas need good truck access so that materials can be delivered, and goods shipped efficiently, without creating traffic problems in surrounding neighborhoods. In outer southeast, most industrial areas are located just east of I-205. The largest of these is the Freeway Land Company site just south of Foster Road and east of I-205. If this site develops more intensely in the future, traffic improvements may need to be made. Conflicts between truck traffic going to this site and recreational use of the Springwater Corridor will need to be resolved.





**ADOPTED  
OUTER  
SOUTHEAST  
COMMUNITY  
PLAN**

**MAP 5**

Outer Southeast Community Plan March, 1996

## Transportation Policy Map

### Legend

- Outer Southeast Community Plan Boundary
- ..... Regional Transitway
- Major Transit Streets
- Minor Transit Streets
- Existing Transit Stations
- Proposed Transit Stations

Source:  
Transportation Element  
City of Portland Comprehensive Plan  
City of Portland  
Office of Transportation  
October, 1992

## **Transportation Policy:**

**Ensure that streets in outer southeast form a network that provide for efficient travel throughout the community and to other parts of Portland and the region. Reduce congestion and pollution caused by the automobile by creating land use patterns that support transit, bike, and pedestrian travel.**

### **Objectives:**

1. Reduce the amount of automobile driving done by area residents by making it more convenient to use public transit.
  - a. Increase housing densities within one-quarter mile of transit streets.
  - b. Encourage a mix of multifamily housing and shopping opportunities in areas with good transit service.
2. Support better mass transit service by creating opportunities to develop higher-density housing on or near streets with public-transit service or planned public-transit service. Ensure that this housing blends in with that of surrounding residential areas.
3. Ensure that outer southeast residents have adequate public transportation to job sites.
4. Pursue and plan for high-capacity transit on I-205, with a Lents station.
5. Increase housing densities where streets cross I-205 to support development of a future high capacity transit facility such as a light-rail line or express bus service.
6. Keep through-traffic on freeways and arterials and off local streets.
7. Create through streets at frequent intervals.
8. Seek ways of providing connections for limited auto access and for full pedestrian and bike access when practical difficulties prevent full street improvements.
9. Ensure adequate truck access to industrial sites so that raw materials can be delivered and products shipped. However, keep truck traffic out of residential areas when possible.

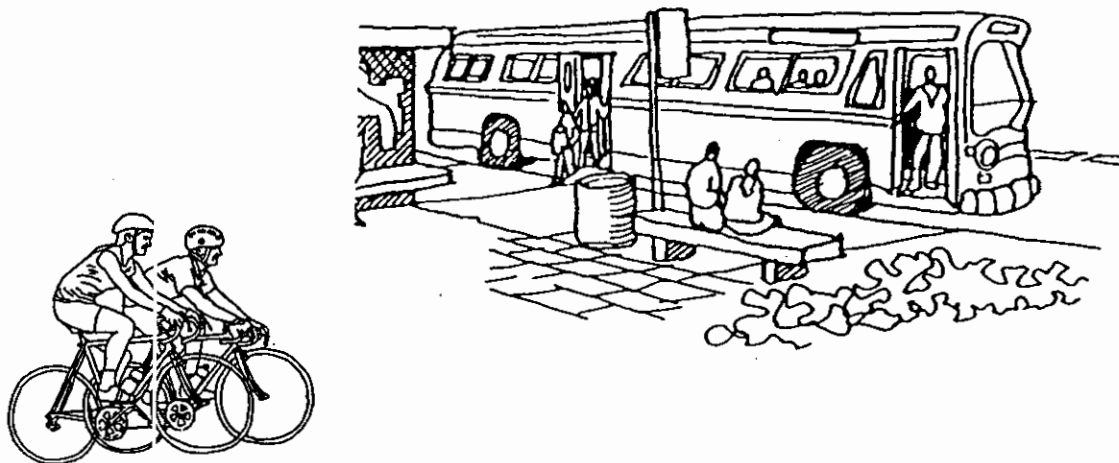
## Transportation Policy Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
T1	Evaluate truck access to industrial areas east of I-205 as a part of the Transportation System Plan process. Areas of concern include the industrial areas on either side of Foster Road.		X			PDOT, PDC, Pvt.
T2	Request that PDOT conduct a study and make recommendations to resolve conflicts between truck access to industrial areas on either side of Foster Road east of I-205 and recreational use of the Springwater Corridor.			X		PDC, Parks, BAs, Pvt.
	<b>PROGRAMS</b>					
T3	Assess the adequacy of public transit routes and schedules to job centers. Ensure that residents have access to employment and industrial centers during all shifts.			X		TM, PDC, BAs
T4	Request that the classification of Powell Boulevard as a Neighborhood Collector east of I-205 be reviewed during the Transportation System Plan process.			X		NAs
T5	Improve safety for pedestrians and bicyclists traveling along Powell east of I-205.				X	ODOT, PDOT
T6	Investigate ways to provide lighting for pedestrians beyond what is currently available in order to encourage walking as an alternative mode of travel.			X		PDOT
T7	Investigate alternatives to street lighting which will improve pedestrian safety.			X		PDOT
	<b>REGULATIONS</b>					
T8	Apply the "a" overlay to single-family residential areas within 1/4 mile of all transit streets and lower density areas near the MAX light rail line east of Gateway.	X				BOP
T9	Zone some small areas Mixed Use: near MAX light rail stations, 72nd Avenue west of Mt. Scott Park and along Woodstock between 82nd Avenue and 91st Avenue.	X				BOP
T10	Increase the amount of Medium and Low Density Multi-Dwelling zoning along streets where there is frequent bus service — 82nd Avenue, 122nd Avenue, and Woodstock west of I-205.	X				BOP

## Transportation Policy Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS (CONT.)</b>					
T11	Zone additional areas near I-205 Attached Residential, R2.5, and Low Density Multi-Dwelling, R2. This will create transit-supportive densities and increase the likelihood that high-capacity transit service will be developed.	X				BOP
T12	Develop regulations which require connections in order to create a complete street network as part of the Land Division Code rewrite project.			X		BOP, PDOT
T13	Require new public streets to connect to existing streets and create a circulation network.			X		BOP

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## **Housing Policy Introduction**

The Portland metropolitan area has become an attractive place to live and do business. As a result, 500,000 to 700,000 people are expected to move here in the next two decades and the Outer Southeast Community Plan has a target of absorbing at least 20,000 of these new residents. A major challenge for the outer southeast community will be absorbing new population growth in a way that improves — not detracts from — the outer southeast's livability.

### **Population Growth and Its Effects**

Growth will be beneficial to the outer southeast community in many ways. New housing will be constructed and existing housing values will increase. As housing values increase, residents will want to improve their properties to preserve their valuable asset. Local businesses and shopping centers will have more customers. This may spur the revitalization of commercial areas that have been in decline and transform them into lively, attractive shopping areas and community gathering places.

In some ways, however, growth will be problematic if not managed. Traffic congestion may become more of a problem and demand for public services and parks will grow. Most importantly, housing will probably become more expensive. Some plan area residents may find affordable housing scarce. The adopted plan poses solutions to some problems caused by growth.

### **New Housing Construction**

About 14,000 housing units will be needed in the next 20 years to house both new and existing residents in smaller households<sup>2</sup>. Some additional units will be needed to keep the vacancy rate from becoming too low. The adopted zoning allots more land to attached single-family housing and low-density multifamily housing than the previous zoning because row houses, townhouses, and apartment housing are likely to be in greater demand. Developers can design these units to be either owner- or renter-occupied.

Most of the Outer Southeast Community Plan area is, and will remain, in single-family residential use. In the eastern part of the plan area, opportunity for constructing single-family homes is created by increasing the single-family housing densities in areas with sewers and other public services. In established residential

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<sup>2</sup> Household size for the outer southeast census tracts is projected to shrink from 2.57 persons in 1990 to 2.31 persons in 2015 according to Metro's projections.

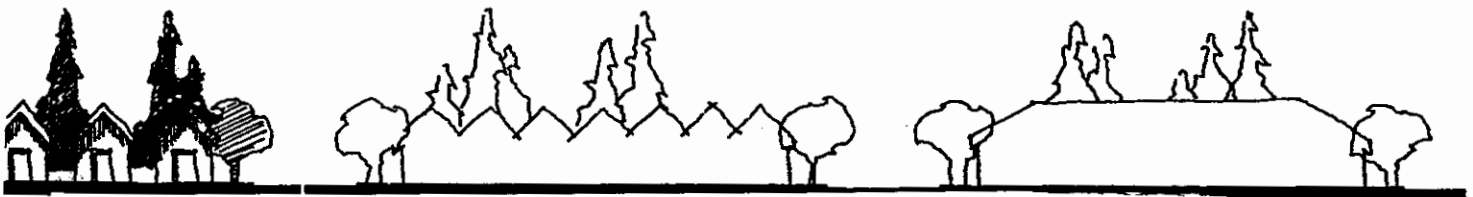
areas, the emphasis will be on maintaining and improving the housing stock and infill housing. Application of the Alternative Design Density overlay zone will allow denser infill in exchange for meeting design standards to ensure a good fit into established neighborhoods.

## **Preserving Existing Housing and Retaining Affordability**

One of the most attractive features of the Outer Southeast Community plan area is the affordability of its existing housing.<sup>3</sup> Well-maintained, existing housing is often more affordable than new housing. Older housing contributes to the charm and character of established neighborhoods. The workmanship and materials used in some older homes can not be duplicated without great expense today. Some of this housing, however, is in need of repair and a facelift, particularly west of I-205. The aim of many of the housing actions is to improve existing housing.

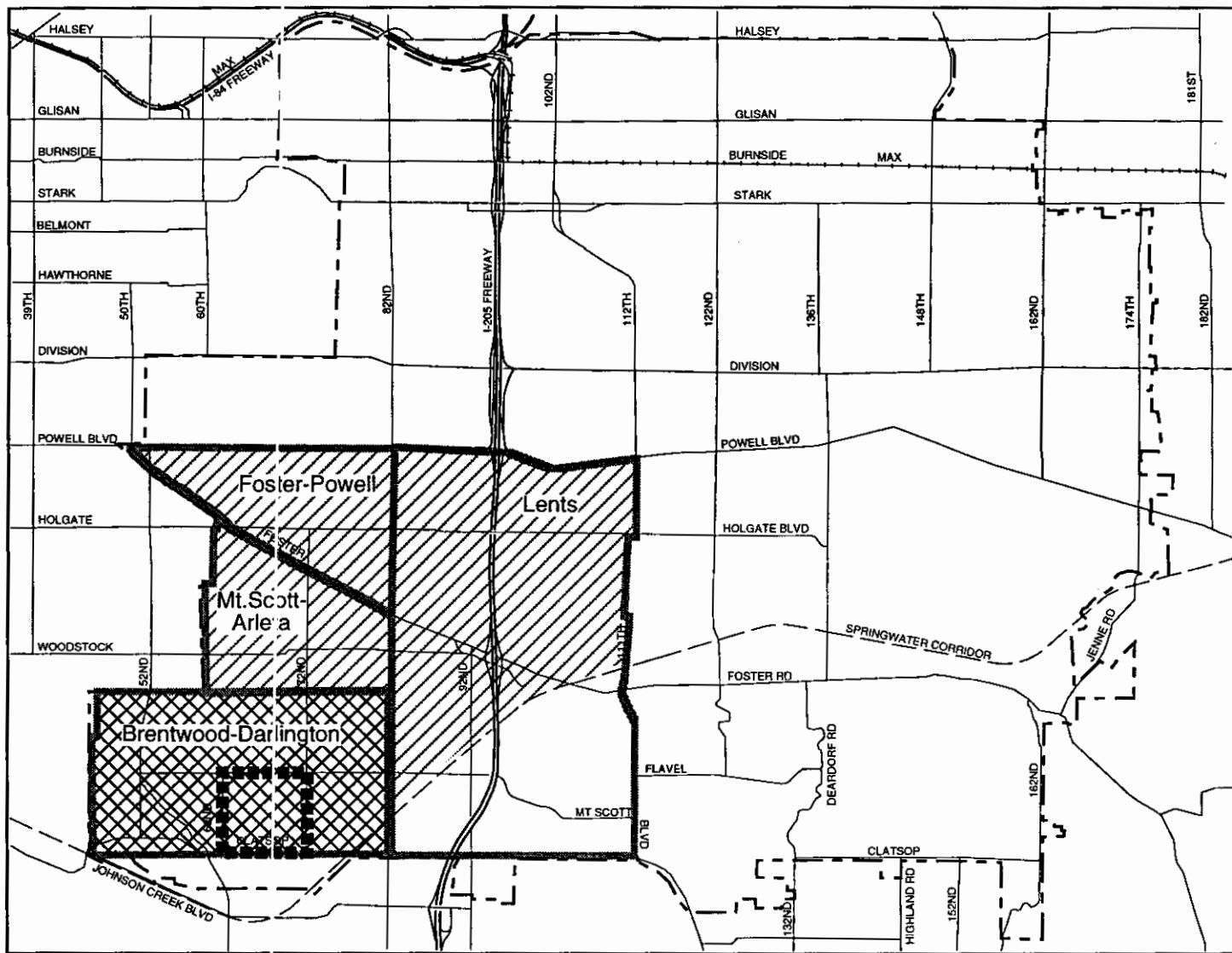
## **City Programs and Nonprofit Organizations**


The City has a number of programs to help home owners and landlords improve their properties. The Portland Development Commission (PDC) makes housing rehabilitation loans available to households with limited incomes and to landlords who agree to rent to those with limited incomes. Limited property tax abatements are available to home owners for repairs to their current homes or for new construction in certain City neighborhoods. These particular neighborhoods are called "**distressed areas**" and are chosen on the basis of income and the need for housing rehabilitation. Support of community development corporations and nonprofit housing providers is also important to affordable housing. Groups like ROSE and Human Solutions keep a permanent supply of affordable housing in the community.



*From Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland by Portland Community Design*

<sup>3</sup> Housing is considered to be affordable when total housing expenses for a household including utilities cost no more than 30% of its income. This standard is the same whether a household earns \$10,000 a year or \$100,000 a year, and whether the occupants are owners or renters.





NORTH

ONE MILE

Outer Southeast Community Plan March, 1996

**ADOPTED**

**OUTER**

**SOUTHEAST**





**COMMUNITY**

**PLAN**

**MAP 6**

## Housing Policy Map

**Legend**

- Outer Southeast Community Plan Boundary
-  PDC Target Housing Area
-  ROSE Target Neighborhoods
-  Former "Distressed Area" Designation for Limited Tax Abatement
-  Adopted "Distressed Area" Designation for Limited Tax Abatement



## **Housing Policy:**

**Provide a variety of housing choices for outer southeast community residents of all income levels by maintaining the existing sound housing stock and promoting new housing development.**

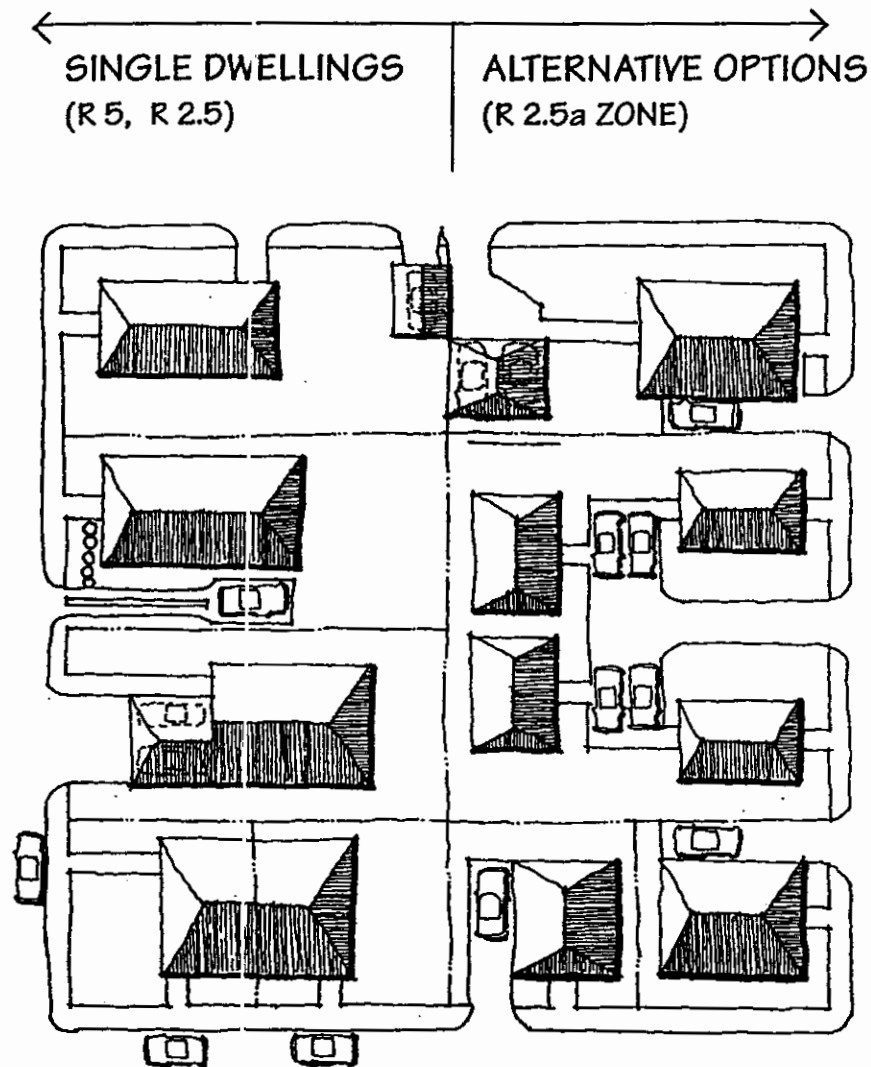
### **Objectives:**

1. Construct 14,000 new housing units in the Outer Southeast Community Plan area by 2015.
2. Stimulate production of new housing units by both private and nonprofit housing producers to accommodate expected population growth.
3. Increase opportunity for building more single-family housing in outer southeast neighborhoods.
4. Promote construction of attached housing designed to be owner-occupied to accommodate smaller households.
5. Increase opportunities for multifamily housing in areas convenient to shopping and transit.
6. Encourage property owners to maintain and improve their homes so that established neighborhoods remain stable and attractive.
7. Preserve and increase the supply of housing affordable to households below the median income.
  - a. Rehabilitate at least 100 housing units a year owned or rented by those with limited incomes.
  - b. Support community development corporations and other nonprofit housing providers.
  - c. Preserve existing mobile home parks.

## Housing Policy Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
H1	Designate Foster-Powell, Mt. Scott/Arleta and the northern 2/3 of Lents as "distressed areas" so that new single-family housing construction and rehabilitation are eligible for a limited tax abatement. Retain the "distressed area" designation for Brentwood-Darlington.	X				BOP
H2	Provide information about the availability of the ten-year "distressed area" limited tax abatement available in designated neighborhoods.			X		BOB, BOP, PDC
	<b>PROGRAMS</b>					
H3	Provide information on rehabilitation loan programs for low- to moderate- income home owners in designated areas.			X		PDC, NAs
H4	Provide information on rehabilitation loan programs for rental property owners who rent to low- to moderate- income tenants in designated areas.			X		PDC, NAs
H5	Make loans to improve at least 100 housing units for low-to moderate-income households a year.		X			PDC
H6	Continue to provide financial and technical support for local community development corporations and nonprofit housing providers.		X			PDC, BHCD
H7	Fund nonprofit housing providers to construct or rehabilitate housing units with more than two bedrooms for low- to moderate-income large families.			X		Nonprofits, PDC
	<b>REGULATIONS</b>					
H8	Zone areas R5 that were previously R7 where public services are available and large lots can be partitioned.	X				BOP
H9	Zone additional areas to R2.5 to provide opportunity for attached single-family housing that is owner-occupied.	X				BOP
H10	Retain existing R2 zoning on mobile home parks and existing R3 on mobile home parks in the Suburban Neighborhoods subarea.	X				BOP

**Note:** Action Charts were approved by Portland City Council by resolution. They are a starting place. All actions have an identified implementor. They were adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.



Minimize the amount of paving  
-Use single curb cuts at the street edge.

#### 3 Units:

-Duplex with studio apartment above garage. (One unit must be owner occupied)

Double lots provide opportunities for shared driveways.

#### 4 Clustered Units:

-Shared driveway with special paving doubles as "courtyard".  
-Possibility of separate ownership  
-All entries visible from the street.

#### Corner Duplex:

(Subdivided 50 x 100 lot)  
-Keep driveways away from corners.

From *Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland* by Portland Community Design

## Open Space and Environment Policy Introduction

The growing population of outer southeast will need places to play and connect with nature. Adequate parks, open spaces, and community centers are crucial to the area's livability. Protecting the natural and built environment is also important. This includes protecting the water quality of Johnson Creek and improving the appearance of residential neighborhoods.

### New Parks and Open Spaces

Outer southeast contains some of Portland's major natural and scenic resources — Kelly and Powell Buttes, Mt. Scott, and Johnson Creek and its associated wetlands. Acquiring new open spaces in and around these places will help preserve and protect them as well as provide recreational opportunities for residents. The Bureau of Environmental Services has acquired lands close to Johnson Creek and Beggar's Tick Marsh for wetland protection and flood storage. These sites might also be used for passive recreational uses. The top of Kelly Butte could be developed with better hiking trails.

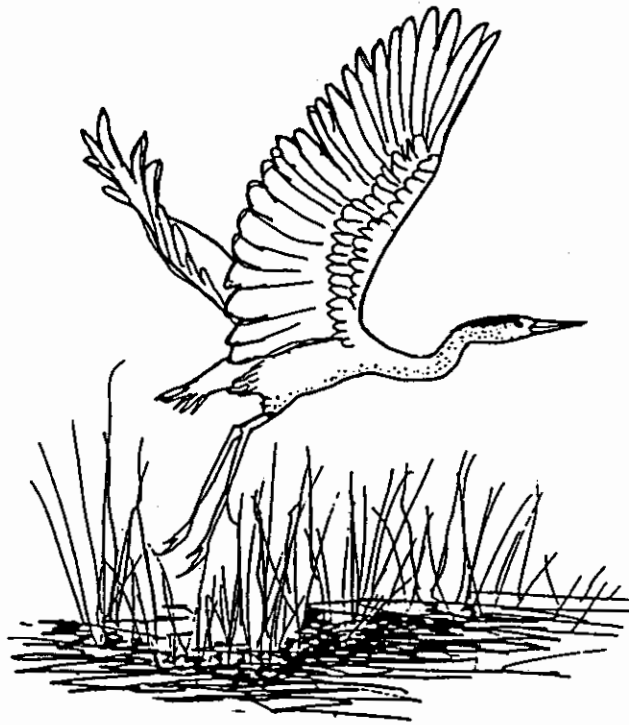
The Vision Plan Map identifies several other park acquisition sites not currently owned by the City or other local governments. These include: the landfill at 155th and Main and most of the gravel pit at 106th and Division; a large swath of land on the north side of Mt. Scott; an area east of Beggar's Tick Marsh on either side of the Springwater Corridor; and a couple of parcels that would connect Gilbert School with the Springwater Corridor.

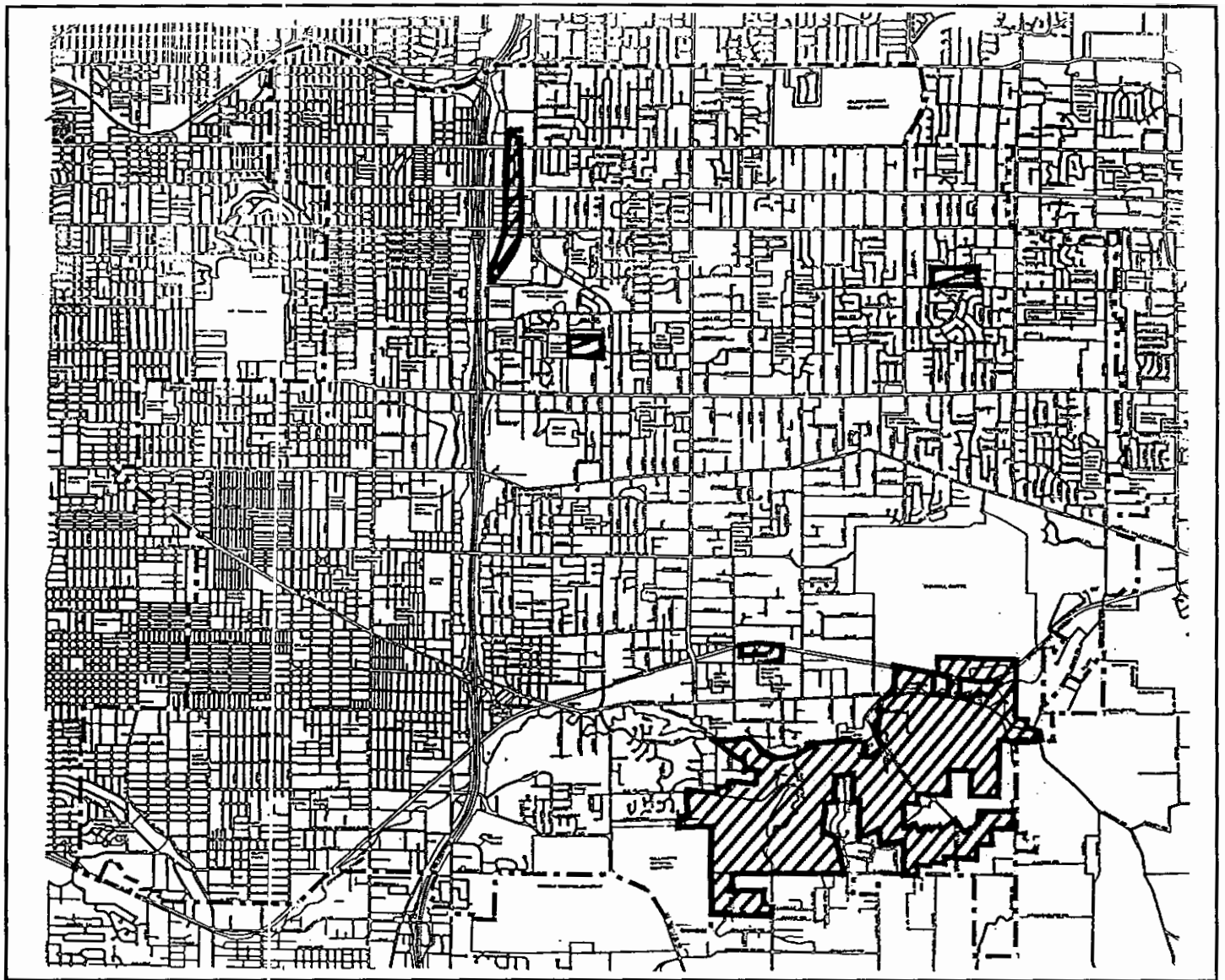
### Environmental Protection and Flood Control


Environmental issues within the outer southeast community range from the preservation and management of unique and significant habitats and open spaces to watershed protection and flood control in the Johnson Creek Basin. A number of studies undertaken by the City have included parts of the outer southeast. They have guided the application of **environmental zones** designed to protect natural resources. The *East Butte, Terraces and Wetland Conservation Plan* evaluated natural resources on Kelly Butte, in Beggar's Tick Marsh, and the Glendoveer Golf Course.

The *Johnson Creek Basin Protection Plan* evaluated natural resources in the Powell Butte, Mt. Scott, and Johnson Creek areas. The *Johnson Creek Basin Protection Plan* replaced the Powell Butte/Mt. Scott Plan District with the **Johnson Creek Basin Plan District**. The plan district was created to ensure that development does not increase stormwater runoff or otherwise damage natural resources. It was applied in areas of the basin with steep slopes and impermeable soils and along Johnson Creek.


In May 1995, the Johnson Creek Corridor Committee published its *Johnson Creek Resources Management Plan*. This plan proposes measures to be taken to enhance Johnson Creek water quality and riparian areas and to aid flood control. Several actions in this policy and the Mt. Scott/Johnson Creek Subarea Policy are tied to the management plan recommendations.







**NORTH**



ONE MILE

Outer Southeast Community Plan    March, 1996

**ADOPTED**

**OUTER**

**SOUTHEAST**

**COMMUNITY**

**PLAN**

MAP 7

## Open Space and Environment Policy Map

### Legend

- Outer Southeast Community Plan Boundary
- Proposed Park Acquisition

## **Open Space and Environment Policy:**

**Provide parks and open spaces to meet projected recreational needs of outer southeast residents. Create a sense of connection with the natural environment. Protect natural resources by reducing the impact of development on them.**

### **Objectives:**

1. Acquire new parks and open spaces and build new community centers to meet the recreational needs of current and future residents.
2. Reinforce Johnson Creek, the Boring Lava Hills, and Kelly Butte as significant natural and scenic resources.
3. Improve access to sites for recreational and open space opportunities, especially in the riparian areas of the Johnson Creek corridor.
4. Establish a network of bicycle and pedestrian connections between outer southeast's parks, open spaces, and the Springwater Corridor.
5. Ensure convenient and safe access from residential areas to neighborhood parks.
6. Protect and enhance the Springwater Corridor as a recreational trail.
7. Protect and improve water quality within the Johnson Creek Basin.
  - Improve flood plain management.
  - Encourage responsible flood plain development.
8. Maintain Johnson Creek and all related waterways in as natural condition as possible.
9. Improve the appearance and livability of outer southeast neighborhoods.
10. Encourage residents and businesses to minimize their impact on the environment through recycling.

## Open Space and Environment Policy Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
OS1	Acquire additional parks in park-deficient areas.				X	Parks, Metro, BHCD
OS2	Build a community center east of I-205 to serve the needs of the newly-developing areas of the outer southeast. Include a senior center and an outdoor pool at this facility.			X		Parks
OS3	Improve pedestrian and bicycle links between major parks and recreation facilities.			X		PDOT, Parks
OS4	Improve streets and sidewalks between residential neighborhoods and neighborhood parks.			X		BHCD
OS5	Identify areas in need of additional street trees and obtain funding or seek donations of trees.		X			BAs, NAs, FOT, BHCD, Pvt.
OS6	Acquire land to enhance the water quality and flood water storage of Johnson Creek. Allow low-intensity recreational uses in appropriate areas.		X			BES, Parks
OS7	Incorporate information on the 100-year flood plain of Johnson Creek into the Environmental Handbook, including construction methods that avoid filling, minimize filling, and involve balanced cut and fill.			X		BOP
OS8	Develop a process to create a multi-jurisdictional approach to comprehensive watershed management. Include the cities of Portland Gresham, and Milwaukie as well as Multnomah and Clackamas Counties in this effort. Fully analyze the flood, water quality, and stormwater management causes, impacts, economics, responsibilities, and solutions.			X		BES
	<b>PROGRAMS</b>					
OS9	Continue community youth recreation programs.		X			Parks, Community organizations
OS 10	Find additional resources for enforcement of building and zoning codes in outer southeast neighborhoods.			X		NAs, BHCD
OS 11	Provide financial assistance for neighborhood clean-ups that are community initiated.		X			NAs, BHCD, BES
OS 12	Find funding for yard and exterior house maintenance for low-income homeowners.			X		BHCD



## Open Space and Environment Policy Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROGRAMS (CONT.)</b>					
OS 13	Encourage the participation of households and businesses in recycling.		X			BES, NAs
OS 14	Implement pollution-source-reduction education and compliance programs aimed at improving the water quality of Johnson Creek.			X		BES, HUD
OS 15	Encourage the restoration of the historic marshes in Lents as a combination of flood storage and passive recreation resource.		X			BES and JCWC*
OS 16	Promote the restoration of public lands where needed by revegetating sites with native vegetation.		X			BES and JCWC
OS 17	Develop a public education, awareness, and citizen involvement program about the 100-year flood plain of Johnson Creek and strategies to reduce flooding and water-quality impacts.			X		BES
OS 18	Develop a multi-bureau approach to advise applicants, residents, etc. about requirements within the 100-year flood plain of Johnson Creek.			X		BES
OS 19	Develop and implement a strategy for an enhanced property acquisition program. Consider acquiring properties in the following order: 1. Lands within the floodway, 2. Lands within the 10-year flood plain and 3. Lands within the 100-year flood plain.				X	BES
OS 20	Identify opportunity sites and projects which mitigate water quality and flooding problems while offering community amenities such as recreation and employment areas.		X			BES, Parks & PDC
OS 21	Encourage the revegetation of private lands near streams, especially in areas of large-scale redevelopment such as the Freeway Land Development Corporation site.		X			BES
OS 22	Encourage enhancement and restoration of public and private riparian lands in accordance with the recommendations of the Johnson Creek Resources Management Plan (JCRMP).		X			BES

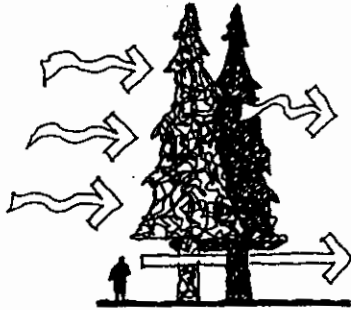
\* The JCWC is the Johnson Creek Watershed Council. It is the successor to the Johnson Creek Corridor Committee.

## Open Space and Environment Policy Action Chart:

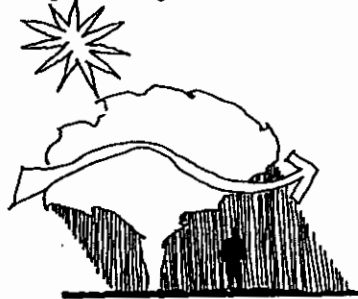
#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS</b>					
OS 23	Implement the JCRMP to improve flood plain management and water quality of Johnson Creek and its tributaries.			X		BES & JCWC*
OS 24	Create regulations to increase and improve on-site stormwater management designs that rely heavily on landscaping.			X		BES
OS 25	Enforce local ordinances that require landlords to provide garbage pick-up services to residential rental properties.		X			BOB
OS 26	Create "balanced cut and fill" regulations for development in the 100-year flood plain.			X		BES
OS 27	Redefine and remap the 100-year flood plain boundary of Johnson Creek. Encourage prompt adoption by FEMA (Federal Emergency Management Administration).			X		Local cities and counties, U.S. Army Corps of Engineers
OS 28	Zone new properties purchased by Metro and Parks for open space.		X			BOP
OS 29	Prepare and implement a comprehensive management approach, including a Johnson Creek Comprehensive Flood Management Plan, that: <ul style="list-style-type: none"> <li>• minimizes or reduces flooding and water quality problems,</li> <li>• seeks to satisfy multiple objectives, and</li> <li>• provides for new development safe from flooding impacts.</li> </ul>			X		BES
OS 30	Adopt provisions which facilitate cluster housing through the Title 34 Rewrite Process.			X		BOP
OS 31	Rewrite portions of Title 24 Chapters 24.50 and 24.70 to better address flood impacts from filling and excavation.			X		BES & BOB

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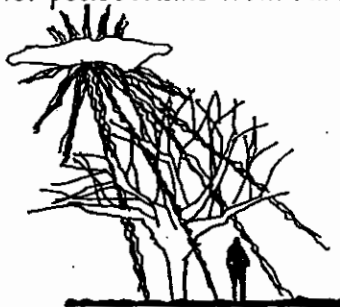
### SOME MERITS OF TREES:



- Break the wind.
- Help unify buildings of different styles & sizes.



- Define and organize space.
- Create a sense of enclosure and privacy.
- Provide shade and cooling.
- Buffer pedestrians from cars.



- Evolve with the seasons.
- Beautify the streetscape.
- Allow winter light through.

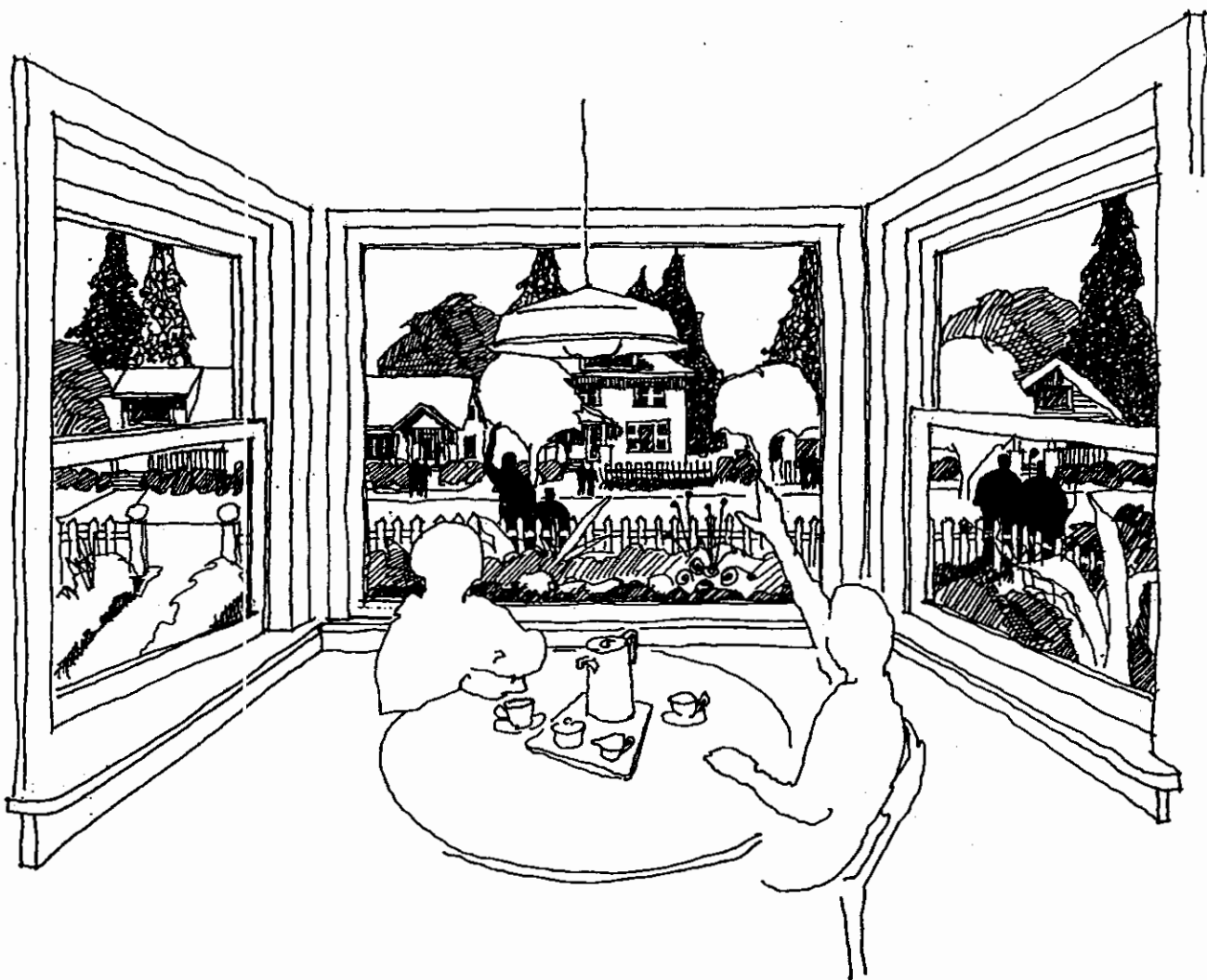
From *Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland* by Portland Community Design

## Urban Design Policy Introduction

The Urban Design Policy, objectives, and actions relate to the look, character, and feel of the outer southeast community. They reinforce its identity and character by shaping transportation systems, preserving historic resources, and promoting quality design. Design overlay zones and plan districts contain standards and guidelines intended to achieve these urban design objectives. The Beautification Policy of the Transportation Element promotes the improvement of the appearance of the right-of-way. The Urban Design Policy carries out many of the proposals of the Outer Southeast Community Vision Plan Map and is the most forward looking of the policies.

The Outer Southeast Community Plan area embraces several diverse settings. The Urban Design Policy recognizes the unique identity of each setting by dividing the community into subareas (see Vision Plan Map). Characteristics such as land use, street layout, transit corridors, geographic features, and business districts determine the creation of the subareas. Design objectives and actions are also found in the subarea policies.

Physical features are divided into three character-giving elements in this policy. They are **Places**, **Paths**, and **Edges and Gateways**. The Montavilla business district is an example of a place; the Springwater Corridor, a path; and I-205 freeway, an edge. In the Urban Design Policy, proposals are made to enhance and protect these elements and add new expressions of the urban design elements. Examples are the Gateway Regional Center, Lents Town Center, village squares, and main streets. See the Vision Plan Map and its Legend for additional adopted design features.



**Provide generous windows and make active rooms at the front of the house.**

*From Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland by Portland Community Design*



A recent view of Lents looking east on Foster Road  
 Courtesy of the Regional Rail Summit Charrette, 1992



A 2020 vision of Lents looking east on Foster Road  
 Courtesy of the Regional Rail Summit Charrette, 1992

## Urban Design Policy:

**Foster a sense of place and identity for the Outer Southeast Community Plan area by reinforcing existing character-giving elements and encouraging the emergence of new ones as envisioned in the Vision Plan.**

### Objectives:

1. Establish a high profile "regional center" in the area from Gateway to the Portland Adventist Medical Center with an infrastructure that is supportive of high-intensity development for living, working, and recreating.
2. Establish a "town center" at Lents. Promote mixed-use development with a streetscape that provides pedestrian amenities. Reinforce the existing pedestrian district at Lents.
3. Encourage Eastport Plaza, Gateway Shopping Center, Mall 205, and the commercial nodes at 122nd and Stark and 122nd and Division to establish focal points and village squares within their boundaries.
4. Promote "main street" development on portions of Foster Road, Glisan Street, and Woodstock Boulevard, on Division and Stark Streets, and 82nd and 122nd Avenues. Locate buildings with entrances off the sidewalk. Encourage sidewalk cafes, display windows, benches, street trees, awnings, small scale signs that are directed to the pedestrians, and on-street parking. (*See Vision Plan Map*)
5. Protect the natural and scenic resources of Johnson Creek, Powell and Kelly Buttes, and Mt. Scott. Reinforce the Springwater Corridor. These features serve as important edges in the Outer Southeast Community Plan area.
6. Embrace urban design proposals as put forth in each Outer Southeast Community Neighborhood Plan.
7. Promote a street network which reinforces the unique character of each subarea (*See Subarea Introduction*).

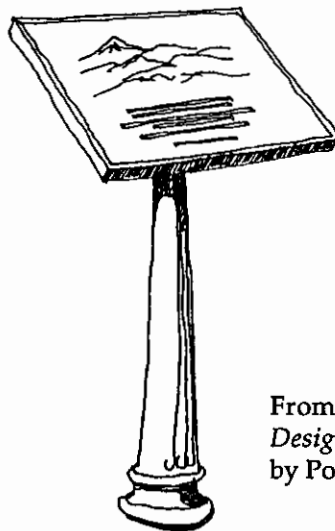
#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
UD1	Place public art at major transit stops, village squares, attractions, gateways, and pedestrian districts.				X	RACC, NA
UD2	Reinforce attractions at locations shown on the Vision Plan.				X	BOP, Pvt.
UD3	Stimulate gateway developments at locations noted on the Vision Plan. Embellish these transition points with features such as sculptures and fountains, special right-of-way improvements, landscaping, and storefronts located adjacent to the sidewalk.				X	PDOT, BOP, Pvt.
UD4	Establish pedestrian districts in Montavilla, Gateway and at 122nd and Burnside.			X		BOP, PDOT
UD5	Publish and distribute a handbook of development prototypes for compatible infill residential projects, contemporary main streets, village squares, gateways, and pedestrian districts. Seek resources to include sites from outer southeast in the proposed handbook.			X		BOP, PCD
	<b>REGULATIONS</b>					
UD6	Amend the Transportation Element to show Gateway, Montavilla, and 122nd and Burnside as pedestrian districts.	X				BOP, PDOT
UD7	Employ the design overlay zone at Foster Road and 82nd Avenue to facilitate the creation of community gateways and focal points.	X				BOP
UD8	Employ the design overlay zone at Gateway Shopping Center, Mall 205, Prunedale and Portland Adventist Medical Center to promote attractive, pedestrian-oriented urban development in the proposed Regional Center.	X				BOP
UD 9	Develop and implement policies to encourage an interconnected street system, as part of the Johnson Creek Plan District regulations.	X				BOP, PDOT



## Urban Design Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS (CONT.)</b>					
UD 10	Establish appropriate block standards for each subarea as part of the Transportation System Plan (TSP).			X		BOP, PDOT
UD 11	Develop a "road plan" which reinforces the character of each subarea as part of the Transportation System Plan (TSP).			X		BOP, PDOT
UD 12	Employ the design overlay zone around the I-205/Foster interchange to promote attractive, pedestrian-oriented development in the proposed Town Center and to encourage a wide variety of mixed employment and residential uses.	X				BOP
UD 13	Apply (specifically tailored) supplemental design standards to main streets as part of the Transportation Planning Rule.			X		BOP, PDOT
UD 14	Expand the Gateway Plan District to include Mall 205, Portland Adventist Medical Center and the MAX corridor	X				BOP

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*From Neighborhood Building Blocks:  
Design Guidelines for Outer Southeast Portland  
by Portland Community Design*

Plaques explaining natural features  
or commemorating historic events.

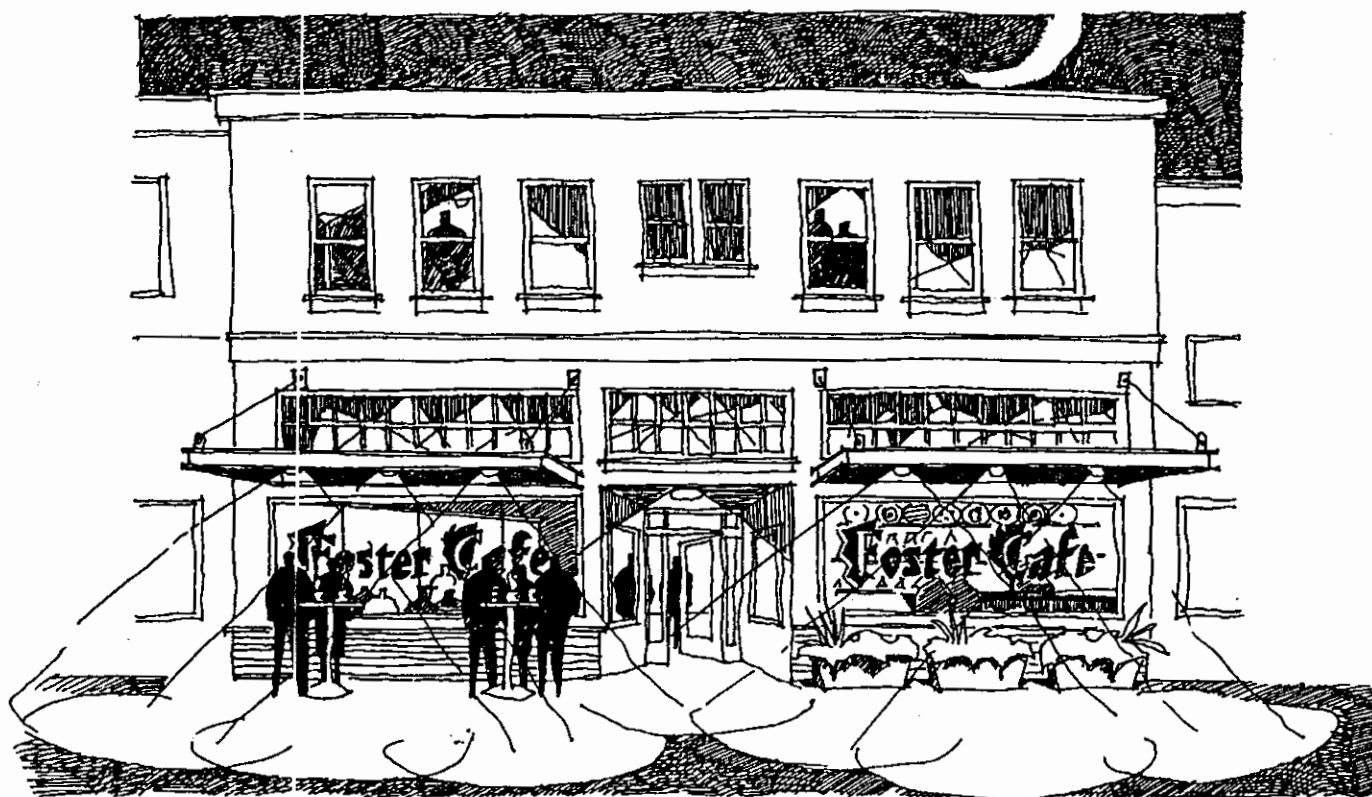
## **Public Safety Policy Introduction**

The residents and business people of the Outer Southeast Community Plan area place a high priority on reducing crime levels. The occurrence of property crimes such as burglary, car theft, and vandalism has been growing in outer southeast Portland. Lowering crime levels is an important factor in enhancing livability while accommodating growth. Portland and Multnomah County officials and citizens have given top priority to public safety and security. Nationwide, lessening opportunity for crime and increasing feelings of security and safety of residents is encouraged through environmental design.

### **Crime Prevention Through Environmental Design**

Recent studies have demonstrated that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime, and an improvement in the quality of life. Natural surveillance, natural access control and territorial reinforcement are key principles of Crime Prevention Through Environmental Design (CPTED). Natural surveillance concerns the placement of physical features, activities, and people to maximize visibility. Natural access control relates to the physical guidance of people coming and going from a space by the judicious placement of entrances, exits, fencing, landscaping, and lighting. Territorial reinforcement concerns the use of physical attributes that express ownership, such as fences, pavement treatments, art, signs, and landscaping. Maintenance allows for the continued use of a space for its intended purpose. It also serves as an additional expression of ownership and prevents loss of visibility from overgrown landscaping and obstructed or inoperative lighting.

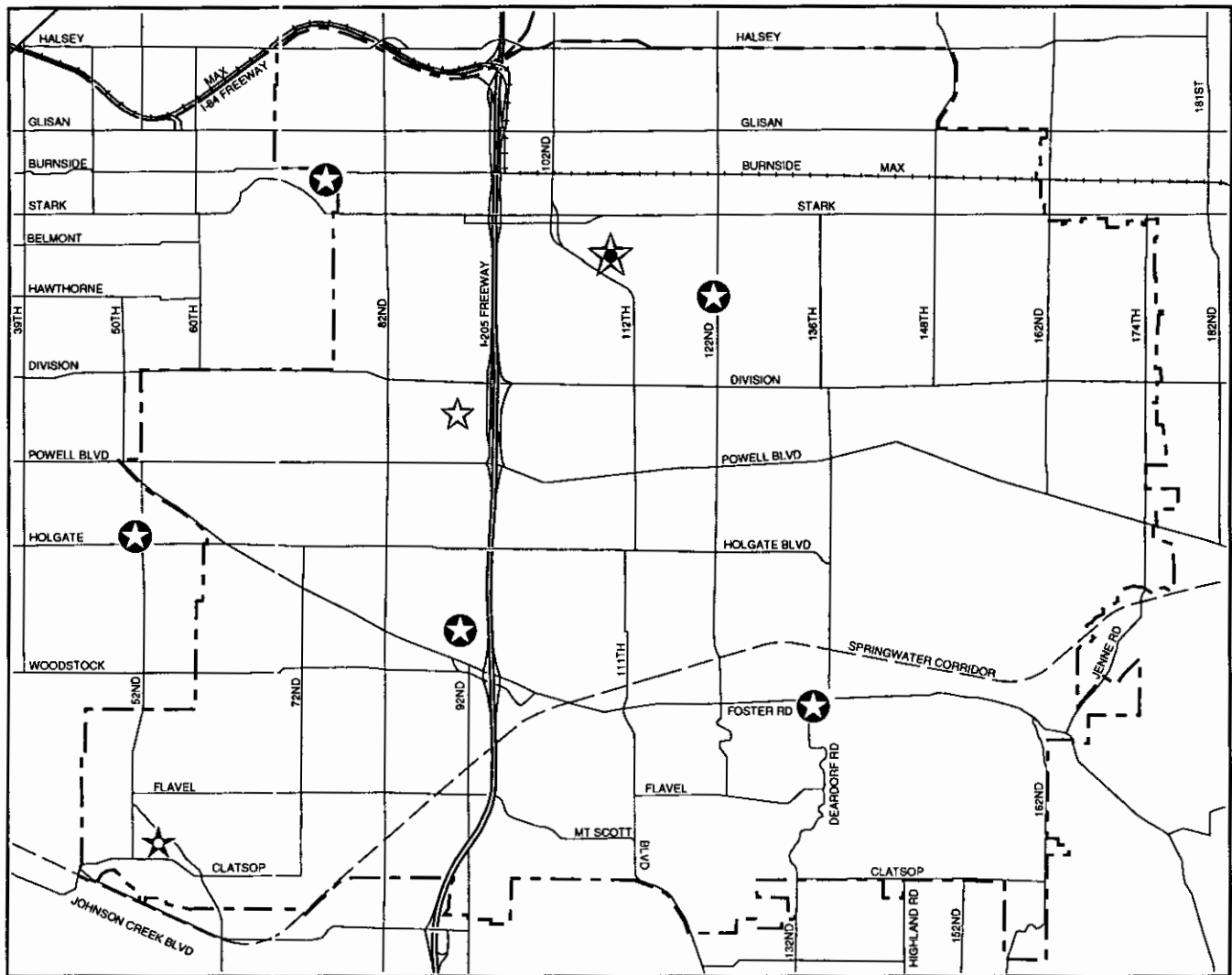
Use generous transparent windows to allow casual surveillance of the sidewalk pedestrians and cars.




Cafes & Restaurants increase nighttime activities & security.


Residential units above commercial spaces add an around the clock human presence to the street and the neighborhood.

From *Neighborhood Building Blocks:*  
*Design Guidelines for Outer Southeast Portland*  
by Portland Community Design





NORTH



ONE MILE

Outer Southeast Community Plan

March, 1996

**ADOPTED**

**OUTER**

**SOUTHEAST**

**COMMUNITY**

**PLAN**

MAP 8

## Public Service Policy Map

### Legend

- Outer Southeast Community Plan Boundary
- Fire Protection & Emergency Services
- State Police
- Brentwood-Darlington Safety Action Team
- New East Precinct

## **Public Safety Policy:**

**Apply CPTED<sup>4</sup> principles to both public and private development projects. Encourage land use arrangements and street patterns that provide more eyes on the street. Encourage site layouts and building designs that encourage proprietary attitudes and natural surveillance over shared and public spaces.**

### **Objectives:**

1. Promote a mix of development and uses at focal points and attractions that provide round-the-clock surveillance.
2. Encourage building designs that restrict access to areas vulnerable to crime such as building entrances, sidewalks, parking lots, and loading and delivery areas. The following are examples of how to carry out this idea.
  - a. Provide opportunities for retail uses on the ground floor perimeter of the building adjacent to public areas. Encourage sidewalk cafes and coffee shops with windows overlooking sidewalks and parking lots.
  - b. Locate windows in building walls that abut such public areas as sidewalks, plazas, parks, and parking lots.
  - c. Situate windows so that building users can easily watch over sidewalks, parking, and entrances. This will also make it easier to watch activities inside and facilitate police patrol.
  - d. Locate and design entrances so that they can be watched from both the street and from inside the building.
  - e. Control access to loading and delivery areas, unless these areas can be easily watched from either inside the building, the street, or both.
  - f. Situate areas intended for exterior activities, displays, products and produce so that they can be easily watched from inside the building and from the street.
  - g. Illuminate walkways so that they can be easily seen from both the street and inside the building.

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<sup>4</sup>Crime Prevention Through Environmental Design

3. Encourage development of new detached and attached residences with porches, balconies, and windows that overlook the street. Set the garage back from the front of the building.
4. Keep the Springwater Corridor visible from surrounding commercial, industrial, and residential areas to increase the safety of those using the trail. Discourage landscaping such as continuous rows of conifers that would block the view of the corridor.
5. Encourage the construction of streets that connect in undeveloped or underdeveloped parts of the plan area to facilitate the movement of police and fire emergency vehicles throughout the area.
6. Promote connections that provide for pedestrians, bicycles, and motorized vehicles. Avoid pedestrian-only connections in order to enhance surveillance over sidewalks.

### Public Safety Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
PS1	Publish voluntary guidelines and standards for residential, commercial and industrial developments that incorporate Crime Prevention Through Environmental Design (CPTED) principles.			X		BOP, PPB
PS2	Require the construction of through streets where possible in the Johnson Creek Basin and expanded Gateway Plan Districts.	X				BOP, PPB
PS3	Encourage landscaping that allows the Springwater Corridor to be visible from surrounding residential, business and industrial districts.	X				BOP, PPB

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## **Subarea Policy Introduction**

To deal with the variety of issues in the Outer Southeast Community Plan area, it was divided into smaller subareas with similar characteristics. Creation of the subareas helped the Commission and others involved in the process to more easily understand the plan area and its problems and opportunities which vary widely from place to place. For example, protection of natural resources and constraints to development are major issues in the Mt. Scott/Johnson Creek subarea but not in the relatively flat Suburban Neighborhoods Subarea. How large underused sites, such as the gravel pit at 106th and Division, should be redeveloped is an issue in the Mixed-Era and Suburban Neighborhoods Subareas but not in the Traditional Neighborhoods. The Lents Town Center subarea was created to give it more emphasis in the plan.

The Community-wide Policies dealt with overall goals such as creating new job opportunities, providing new housing, and reducing auto dependency. The subarea policies contain specific proposals that address these broad goals along with objectives and actions relating to unique aspects of the subareas. Included with each subarea policy is an introduction describing subarea features and the main issues addressed.

### **Street Connectivity**

Enhancing street connectivity is a special concern in the Mixed-Eras Neighborhoods, MAX Corridor, and Gateway Regional Subareas. There are many places in these three subareas where streets do not connect to a grid. This makes walking, bicycling, and getting to public transit stops more difficult. The Gateway area contains two auto-oriented shopping centers and commercial strip development on the east-west arterials — Halsey, Glisan and Stark and Washington Streets. Walking around these areas is difficult because many local streets have been vacated and turned into surface parking lots. The existing major streets are difficult to cross because they are wide and have heavy traffic. Some residential areas in the eastern portion of the MAX Light Rail Corridor are sparsely developed and lack connecting streets. The Mixed-Eras Neighborhoods are semi-rural. A common development pattern consists of long superblocks with very large lots, often a half acre. On some blocks, there are no connecting streets for up to a half mile.

Development patterns in these subareas encourage car travel. As this area develops more intensely, it is important to create street patterns conducive to walking, bicycling, and using public transit. If a connecting grid of streets is not constructed, increased traffic and poorer air quality will result. On the next page is a description of the future development pattern desired in each subarea.

**Gateway Regional Center**

This area is slated for intense development. High-rise structures and urban street amenities such as outdoor cafes, specialty shops, restaurants, display windows, and plazas are envisioned. A tight street grid of 200' x 400' blocks heightens pedestrian opportunities in terms of movement, interaction, visual stimulation, variety, and choice. With numerous corners, the small block structure generates a more vibrant, pedestrian-oriented environment with storefronts, shopping windows, and meeting places such as cafes.

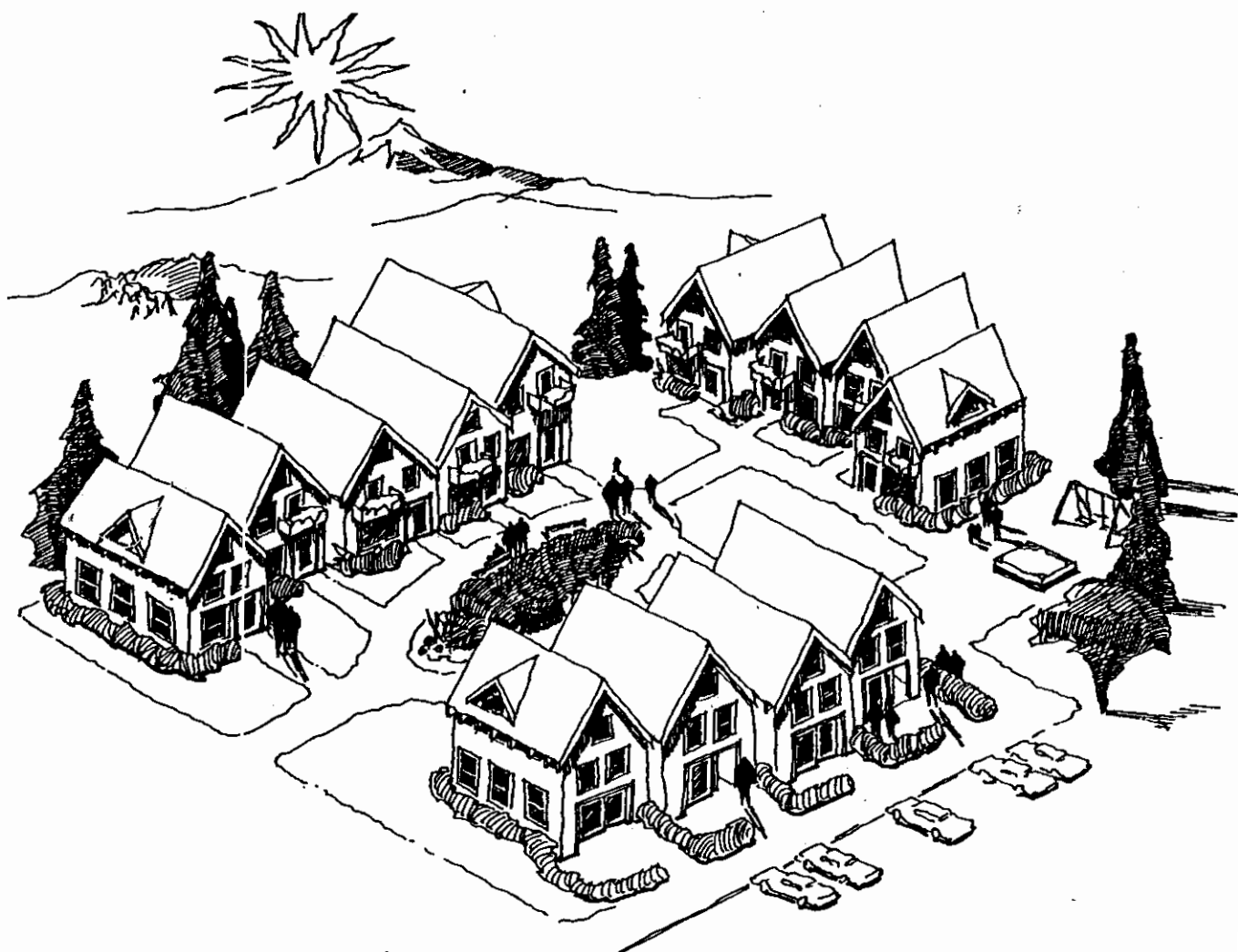
**MAX LRT Corridor**

This area is roughly bounded by SE Stark and NE Glisan Streets. Between these two arterials are some dead-end streets and land-locked parcels. Although the street numbering system is based on the 200-foot block, most existing through streets run from north to south and skip one or two blocks between. An outcome of this street pattern is long, narrow, oversized lots. These are already being divided into flag lots and mini-subdivisions (especially since sewers have recently been installed). Since lot lines often align, the possibility for street connections is good and the area lends itself to creating a smaller grid. East-west connections are desirable. Fully-developed streets with sidewalks, street trees, and parking on both sides are envisioned as land division occurs.

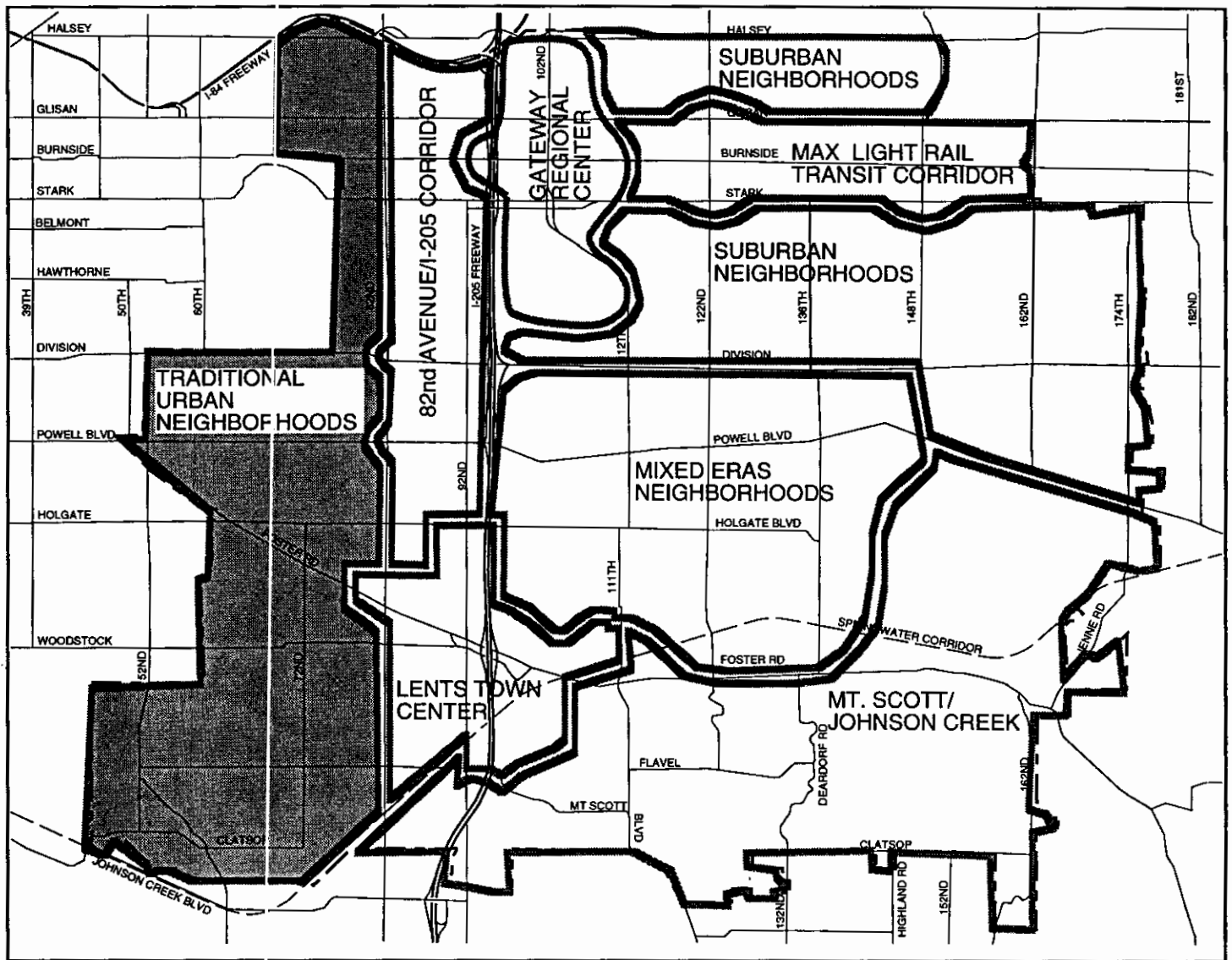
**Mixed-Era Neighborhoods**

This area contains fewer arterials, placing additional pressure on the few through streets that exist. Additional local connections are needed to disperse auto traffic in this subarea, to promote bicycle and pedestrian travel and fill in the street grid. It lacks connecting streets and a block structure which provides a pedestrian-oriented neighborhood fabric. This area contains very large underutilized parcels of varying shapes and sizes. Since sewers have recently been installed, this area is being quickly divided into smaller lots. Often lot lines do not align and achieving street connections is problematic. Alternative ways to make connections are needed in this area.





*From Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland by Portland Community Design*



## Subarea Policy I:

### Traditional Urban Neighborhoods

The Traditional Urban Neighborhoods Subarea is the plan area west of 82nd Avenue. The older neighborhoods, north of Duke Street, have a distinctly urban character with an established system of streets and alleys, small lots, and developed parks. This area has been a part of the City of Portland since 1908. Common housing styles are the bungalow, Cape Cod, and colonial revivals which were popular in the early decades of this century. These are interspersed with ranch-style houses built more recently. The commercial districts along Stark Street in Montavilla and Foster Road west of 82nd grew up along the old street car lines. Many of the older buildings along these streets come out to the sidewalk and are two and three stories high. Some are historic resources.

South of Duke lies the Brentwood-Darlington neighborhood which developed as a more rural area. Although its development dates from the early 1880s, it did not become part of the city until the 1980s. Portions of the neighborhood lack paved streets and sewers and most of its parks need to be more fully improved.

### Main Issues Addressed:

#### Housing:

- **Preservation and rehabilitation of existing housing** is encouraged in this area since much of the housing was built before World War II.
- **New housing opportunity** is located near streets with good transit service to decrease auto driving and help support neighborhood business districts. The "a" overlay and Low Density Multi-Dwelling and Attached Residential zoning designations are applied through the area.

#### Economic Development:

- **The neighborhood business districts-** along Foster Road, Stark and Glisan Streets west of 82nd Avenue — are in need of revitalization. They have been treated as **Traditional Main Streets**. Storefront Commercial zoning has been either retained or applied in these districts to preserve the turn-of-the-century development style and improve the pedestrian environment. A pedestrian district was designated around Stark Street in Montavilla. The zoning has been widened along Foster Road to allow existing businesses to expand.

## Subarea Policy I:

### Traditional Urban Neighborhoods

**Preserve the fabric of these traditional residential neighborhoods and streetcar era commercial districts. Promote construction of new housing on or near transit streets and "Main Street" development on portions of Foster Road, Stark, and Glisan Streets. Encourage infill development.**

#### Objectives:

1. Encourage "Main Street" development on Foster Road between Holgate and 72nd Avenues, Stark Street between 78th and 82nd Avenues, and Glisan Street between 68th and 80th.
2. Provide opportunities for businesses to expand by extending the depth of business zoning along Foster Road.
3. Create opportunities for new multifamily housing along streets with transit service.
4. Encourage compatible infill at densities which support transit on vacant lots in established residential areas.

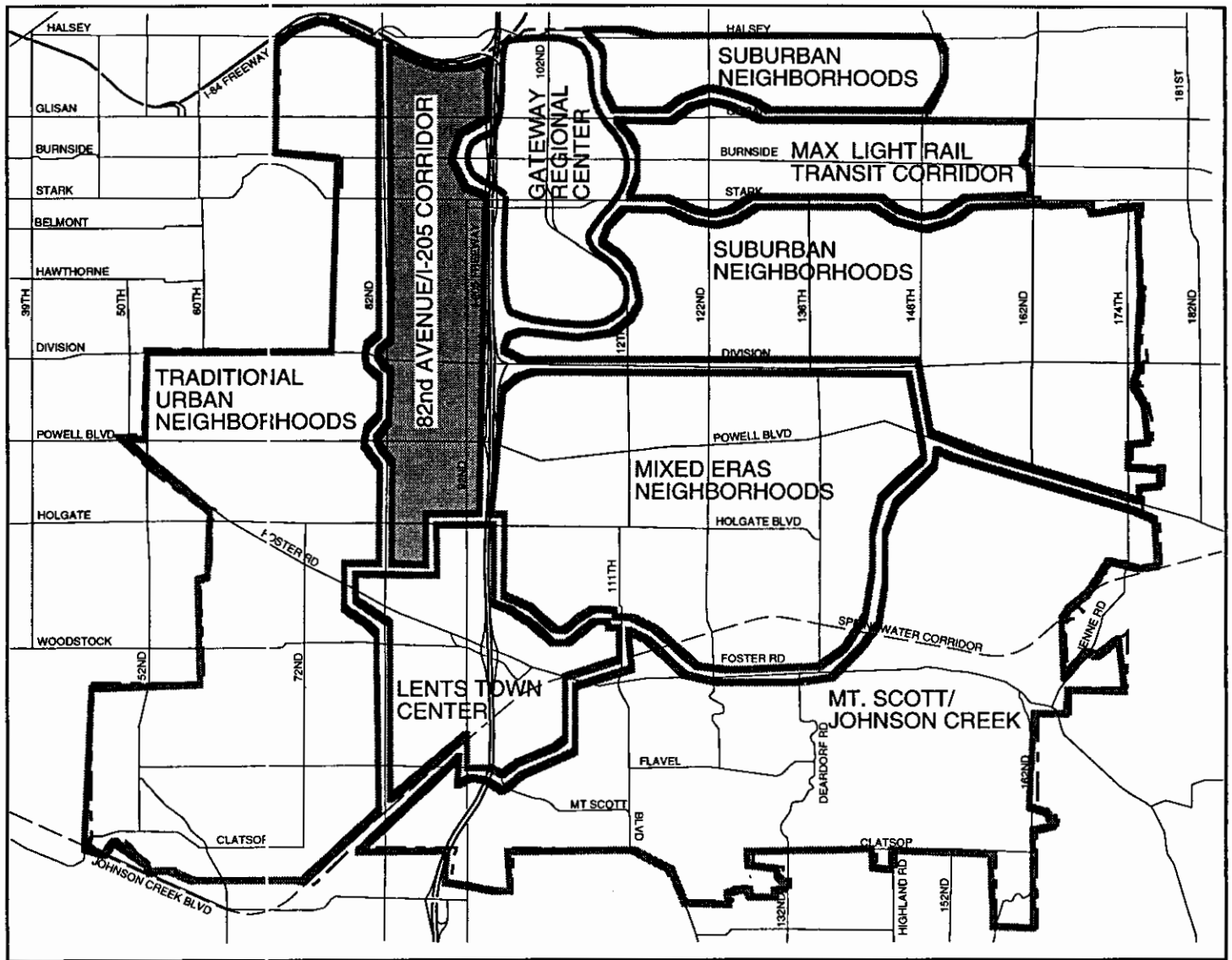



*From Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland by Portland Community Design*


## Traditional Urban Neighborhoods Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS</b>					
TU1	Zone portions of Foster Road between 62nd and 72nd Avenue for "Main Street" development by expanding the Storefront Commercial, CS, zoning where compatible with existing development.	X				BOP
TU2	Create a pedestrian district in Montavilla. Consider 80th Avenue as a pedestrian walkway as part of the Transportation System Plan.	X				BOP, PDOT
TU3	Designate the commercial area from 69th to 80th Avenues along Glisan to Storefront Commercial, CS.	X				BOP
TU4	Increase zoning depth of General Commercial, CG, and Central Employment, EX, along Foster Road to allow existing businesses to expand, create full block zoning in certain locations, and reduce conflicts between nonresidential and residential uses.	X				BOP
TU5	Zone the area south of Stark-Washington couplet Low and Medium Density Multi-Dwelling, R1 and R2, to reinforce the proposed pedestrian district provide additional housing close to shopping and transit.	X				BOP
TU6	Zone vacant commercial land on the south side of Powell Boulevard to Medium Density Multi-Dwelling, R1.	X				BOP
TU7	Apply the "a" overlay to single-family residential areas to promote compatible infill at slightly higher densities. Allow detached carriage houses in mapped areas that are within one-quarter mile of transit streets and areas with alleys.	X				BOP
TU8	Apply the Attached Residential, R2.5 zone, in areas with alleys to promote attached development with parking in the rear.	X				BOP

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 NORTH

 ONE MILE

Outer Southeast Community Plan March, 1996




**ADOPTED**

**OUTER  
SOUTHEAST  
COMMUNITY  
PLAN**

**MAP 10**

## 82nd Avenue/I-205 Corridor Subarea

### Legend

-  Outer Southeast Community Plan Boundary
-  Subarea Boundaries
-  82nd Avenue/I-205 Corridor Subarea

## Subarea Policy II:

### 82nd Avenue/I-205 Corridor

The 82nd Avenue/I-205 Corridor Subarea is bordered by two of the plan area's major transportation routes — 82nd Avenue on the west and the I-205 Freeway on the east. Eighty-second Avenue is the only north-south street in the district that runs uninterrupted all the way to Clackamas County except for the freeway. Eighty-second Avenue also has excellent transit service (approximate 10-15 minute intervals), and is the longest commercial strip in the plan area. Along or just east of 82nd Avenue are a number of educational institutions - Marshall High School, Portland Community College, Cascade College, Multnomah Bible College and several elementary and middle schools.

### Main Issues Addressed:

#### Economic Development:

- **Commercial strip zoning** along 82nd Avenue has been **broken up** to promote revitalization. Industrial uses are now allowed along some portions of the strip. The zoning is widened to 200' in certain locations to encourage business expansion. **Eighty-second Avenue** is designated in the plan as a **Contemporary Main Street**. Areas adjacent 82nd Avenue are zoned for more housing so that there is a better market for local businesses.

#### Transportation:

- The location of **high capacity transit along the I-205 freeway** is supported by zoning the adjacent areas Low Density Multi-Dwelling. The siting of light rail or express bus service will depend on increasing potential ridership in the area.
- **Housing densities** have been **increased** along streets with **good transit service** to promote transit use and decrease auto traffic.

#### Education

- **Large educational institutions** are encouraged to grow and expand by the application of the Institutional Campus designation. Keeping these schools and colleges in the subarea will make it possible for residents to attend high school and pursue higher education and job training close to where they live.

## **Subarea Policy II:**

### **82nd Avenue/I-205 Corridor**

**Promote the revitalization of 82nd Avenue. Increase the number and variety of jobs provided in these areas. Enlarge the market for local retail and service businesses by increasing housing opportunity.**

#### **Objectives:**

1. Allow industrial as well as commercial uses at 82nd Avenue and Foster Road and improve the appearance of this node.
2. Allow a greater range of employment uses in the area south of Foster along 82nd Avenue.
3. Allow businesses additional room to expand at certain locations along 82nd Avenue.
4. Designate an area on the south end of 82nd Avenue for multifamily housing. This will take land out of competition for commercial development and provide more housing near shopping and transit.
5. Designate areas for multifamily housing adjacent to the commercial areas on either side of 82nd Avenue to support transit use and local businesses.
6. Create opportunity for higher-density residential development along transit streets and in areas with vacant residential land.

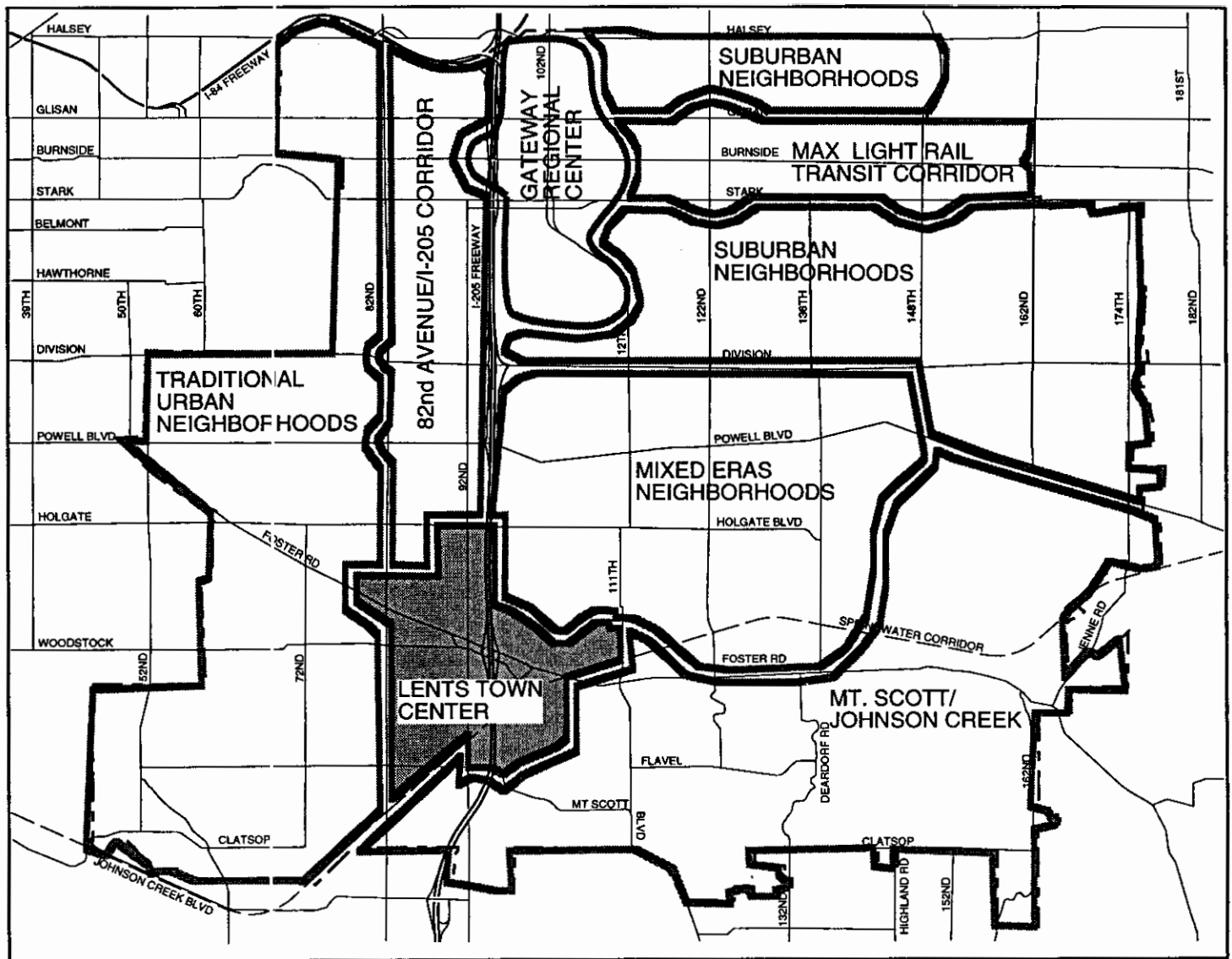


## 82nd Avenue/I-205 Corridor Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS</b>					
C1	Zone the commercial node on 82nd Avenue and Foster Road to Central Employment with a design overlay, EXd.	X				BOP
C2	Zone portions of 82nd Avenue south of Foster Road to General Employment, EG.	X				BOP
C3	Increase the depth of zoning to 200' feet in certain areas along 82nd Avenue.	X				BOP
C4	Zone a node on 82nd Avenue to Medium Density Multi-Dwelling zoning, R1, south of Foster Road.	X				BOP
C5	Zone areas adjacent General Commercial areas along 82nd Avenue to Medium and Low Density Multi-Dwelling, R1 and R2.	X				BOP
C6	Zone areas along Stark Street, Division Street and Foster Road Low and Medium Density Multi-Dwelling, R1 and R2.	X				BOP

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**NORTH**

ONE MILE

Outer Southeast Community Plan March, 1996

**ADOPTED**

**OUTER SOUTHEAST COMMUNITY PLAN**

**MAP 11**

## Lents Town Center Subarea

### Legend

- Outer Southeast Community Plan Boundary
- Subarea Boundaries
- Lents Town Center Subarea

## **Subarea Policy III:**

### **Lents Town Center**

The Lents Town Center (LTC) is a special target area within the plan area. LTC roughly combines Lents Town Center with the Mixed Use Employment Center just to the east on Metro's 2040 Growth Concept map. Within its boundaries lie the former downtown of Lents, the Springwater Corridor, Johnson Creek, and the 120-acre Freeway Land Company site (also known as Publisher's Paper, Dwyer and Smurfit), the largest undeveloped industrial property in the Outer Southeast Community Plan area. (Map on facing page) The Lents Town Center is also currently the focus of city programs aimed at improving the incomes and housing of area residents. The Portland Development Commission has declared a portion of Lents as an Outer Southeast Target Area for housing and workforce development.

#### **Reasons for Creating a Town Center at Lents:**

- Metro designated the area around the I-205 interchange as a Town Center and the Freeway Land Company site as a Mixed Use Employment Center in its 2040 Growth Concept Plan. Such a designation gives a distinct boundary to the area and creates a sense of place and identity.
- The Town Center designation could provide a basis for strategies to disburse funds and other forms of assistance.
- Lents has historically functioned as a Town Center.
- Strong support exists from the area's neighborhood and business associations, other interest groups, individual businesses and residents, and state, regional and local agencies for efforts to revitalize the area, as evidenced by their participation in the development of the Lents Town Center.
- Severe environmental constraints due to Johnson Creek and its flood plain demand that development be accomplished in a coordinated manner to ensure the most productive use of the land.
- As the last remaining undeveloped freeway exit along I-205 within the Urban Growth Boundary, close to the airport, this area is ripe for major attention.
- Should a high-capacity transit line be constructed along I-205, a transit station likely would be located within the boundaries.

## **Lents Town Center Policy:**

**Foster the development of a Lents Town Center that attracts employment opportunities, residential density, and recreational activities while reducing adverse environmental impacts.**

### **Objectives:**

1. Ensure that Plan designations and zoning are flexible enough to allow a wide range of:
  - Commercial and residential uses in the historic downtown portion of the Town Center.
  - Commercial, industrial, and higher density residential uses, including business parks, high-tech centers, institutions, and destination activities, east of I-205.
  - Employment opportunities throughout the area.
2. Focus public resources on the development of the Town Center as a commercial, residential and employment center.
3. Address flood plain and other environmental issues so that industrial and commercial uses do not have an adverse impact on Johnson Creek and surrounding wetlands.
4. Ensure a wide range of housing in terms of structure, ownership, rental patterns, and price.
5. Provide a coordinated pedestrian, bicycle, automobile, and transit infrastructure that will support increased economic and residential development.

## Lents Town Center Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
TC1	Prepare a coordinated Action Plan for the revitalization and rehabilitation of the Lents Town Center. Possible objectives include: <ul style="list-style-type: none"> <li>Assembling land for development around the I-205/Foster interchange.</li> <li>Targeting business assistance and site development services to the area.</li> <li>Incorporating the amenities of Johnson Creek and the adjacent Springwater Corridor into development concepts.</li> <li>Incorporating the historic nature of the old Downtown Lents into development concepts.</li> <li>Including a distinct gateway and focal point.</li> <li>Special paving, street furniture, lighting and other amenities for the Pedestrian District.</li> </ul>			X		OSEBC (lead) Others: BOP, BES, PDC, PDOT, Parks, Metro, ROSE, Owners, Businesses
TC2	Identify Johnson Creek flood plain safeguard measures for new development. Advise and provide information for landowners and other stakeholders regarding opportunities and constraints related to protection of the flood plain.			X		BES
TC3	Address site contamination in the Springwater Corridor within the Town Center boundaries. Advise and provide information for landowners and other stakeholders regarding opportunities and constraints related to water quality issues.		X			BES, PDC, DEQ, HUD
TC4	Develop a transportation plan for the Lents Town Center, and involve strategic agencies, business owners and residents.			X		PDOT, BOP, ODOT, OSEBC, BA, NA
TC5	Locate and design the future high capacity transit station in a manner which reinforces and becomes an integral part of the Lents Town Center.				X	TM, Metro, PDOT
TC6	Work with appropriate agencies to assemble land for development around the I-205 Interchange and in the Woodstock/Foster Boulevard couplet area.				X	OSEBC
TC7	Request that a study be done to determine if transportation infrastructure improvements around the I-205 /Foster interchange can enhance the development of the Lents Town Center.			X		OSEBC
TC8	Work with the appropriate agencies to define real and perceived environmental constraints for the Freeway Land Company site.			X		OSEBC

#	Actions	Time				Implementors
		Adopted With Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS</b>					
TC9	Encourage Metro to focus on Lents as a prototype Town Center. It is a major element of the plan, is supported by the proposed zoning, and is slated for additional, site-specific planning.			X		OSEBC
T10	Develop a Town Center space in Downtown Lents to serve as a focal point for community events.				X	OSEBC
TC11	Increase multifamily housing densities around the I-205 interchange by expanding the R1 zone where reasonable.	X				BOP
TC12	Link historic Downtown Lents to sites east of I-205 through application of the EXd zone and extension of the Pedestrian District.	X				BOP
TC13	Create design standards for the EXd zone in the Lents Town Center that emphasize a pedestrian-friendly environment.	X				BOP
TC14	Designate the southern portion of the Freeway Land Company site as Central Employment (EXd) on the Comprehensive Plan Map to increase employment opportunities, a mixture of uses, and better design. As an interim measure, zone the site a combination of General Employment (EG2) and Heavy Industrial (IH) to allow existing uses to remain conforming.	X				BOP

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*From Neighborhood Building Blocks:  
Design Guidelines for Outer Southeast Portland  
by Portland Community Design*

Neighborhoods signs & street names help to establish a "sense of place"



From *Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland* by Portland Community Design





## Subarea Policy IV:

### Gateway Regional Center

Gateway/Mall 205 Subarea is anchored in the north by the Gateway Shopping Center and in the south by the Portland Adventist Medical Center. The MAX Light Rail runs through this area with a station at the Gateway Shopping Center and another at 102nd and Burnside.

This area is the largest commercial and employment center between Portland's Central City and Gresham. It includes two shopping centers — Gateway and Mall 205. Portland Adventist Medical Center is the area's largest employer and adds to the area's vitality. This area also contains restaurants, hotels, offices, and, in the Prunedale area, light industrial activities.

### Main Issues Addressed:

#### Economic Development:

- The Outer Southeast Community Plan supports Metro's designation of this area as a "**Regional Center.**" A mixture of office buildings, retail and service uses, and high density residential development is encouraged. The Central Commercial and Employment Zones designations are adopted for this area to promote intense development.
- **Design review** will be required for areas zoned **Central Commercial** and **Central Employment** to improve its appearance and to foster a more urban pedestrian-oriented development pattern.

#### Open Space:

- The creation of a set of **park blocks** through the new regional center is proposed by acquiring land between 99th and 100th Avenues. This area is expected to have the most intense growth in the future and it is currently is considered park-deficient.

#### Housing:

- The development of **affordable housing** for low- to moderate-income households will be important in this area since it will be an employment center and is well served by transit.

## **Subarea Policy IV:**

### **Gateway Regional Center**

**Foster the development of this area as a "Regional Center." Attract intense commercial and high-density residential development capable of serving several hundred thousand people. Promote an attractive urban environment by creating better pedestrian connections and providing more public open space.**

#### **Objectives:**

1. Promote more intense development, including office buildings, civic and cultural facilities, and hotels, in the Gateway and Mall 205 shopping districts.
2. Provide an infrastructure that is supportive of high-intensity development for living, working, and recreating.
3. Provide a pleasant and diverse pedestrian experience by providing connecting walkways within a structure to adjacent sidewalk areas.
4. Strive for a 200' by 400' foot street grid pattern throughout the district. Surround each block with sidewalks, street trees, and on-street parking, except where it would interfere with the efficient operation of MAX.
5. Create a sidewalk environment which is safe, convenient, and attractive. Enliven the environment, creating vitality and interest, with building walls with windows and display windows.
6. Discourage surface parking lots.
7. Address the area's park deficiency by developing park blocks from north of Pacific Street to south of Stark Street between 99th and 100th Avenues. Mark each end of the park blocks with dramatic focal points such as an arch, fountain, or other art form.
8. Zone the Prunedale industrial area to allow a wider range of uses which generate jobs. Ensure that development is compatible with the surrounding area.
9. Stimulate high-density residential development throughout the Gateway subdistrict.

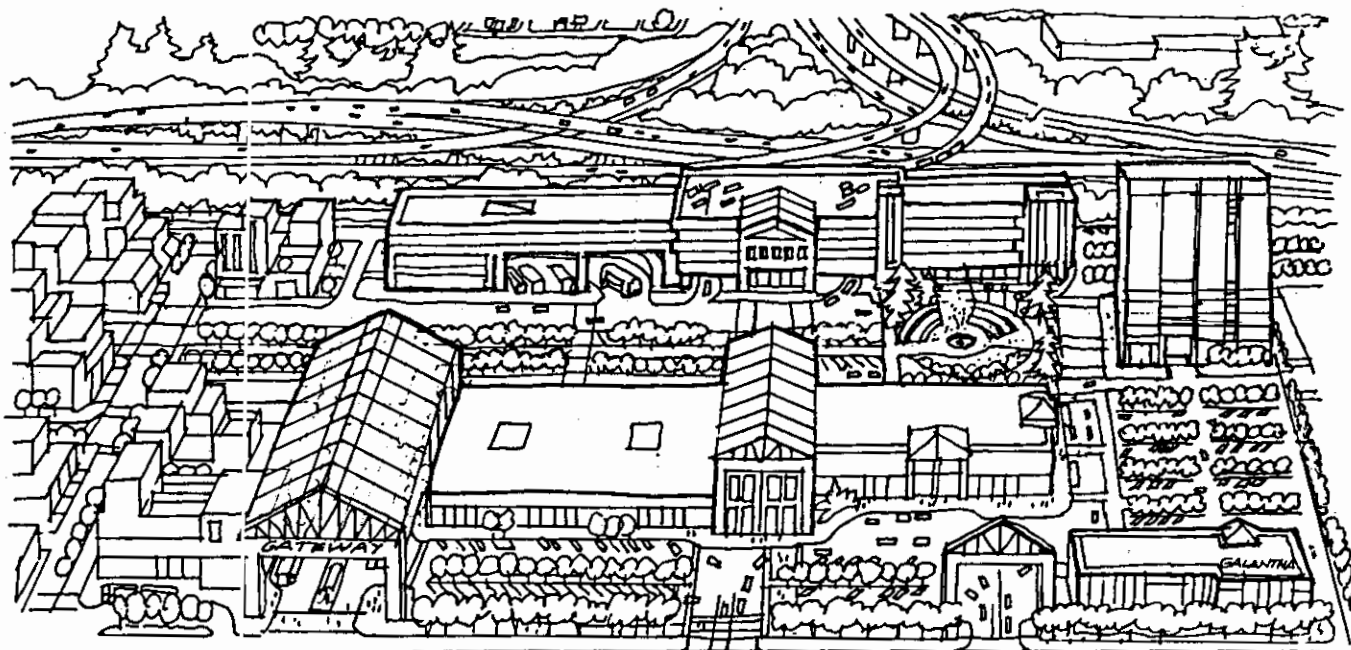
## Gateway Regional Center Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
RC1	Create a linear set of park blocks between 99th and 100th Avenues, the Gateway and Mall 205 Shopping Centers.			X		BOP, Parks
RC2	Construct housing in the 102nd Avenue transit station area for all income levels, including units affordable for low to moderate income households.			X		PDC
	<b>REGULATIONS</b>					
RC3	Expand and rename the Gateway Plan District to cover the entire subarea. Include as some of its provisions: <ul style="list-style-type: none"> <li>• Reducing the minimum density for RH zoned areas within the Plan District.</li> <li>• Ensuring that pedestrian amenities are included in the development of new or remodeled parking lots.</li> <li>• Establishing a Gateway Center Subdistrict with provisions such as an open area requirement to facilitate the 200' by 400' street grid system with sidewalks, street trees and on-street parking, ground floor windows, retail opportunity, required building lines, pedestrian plazas.</li> <li>• Add design review requirements to all RH, R1 and R2 zones.</li> </ul>		X			BOP
RC4	Apply the Central Commercial, CXd zone, to the Gateway and Mall 205 Shopping Centers to allow for more intense future commercial and residential development.		X			BOP
RC5	Establish design review for large projects in the CXd zone.		X			BOP

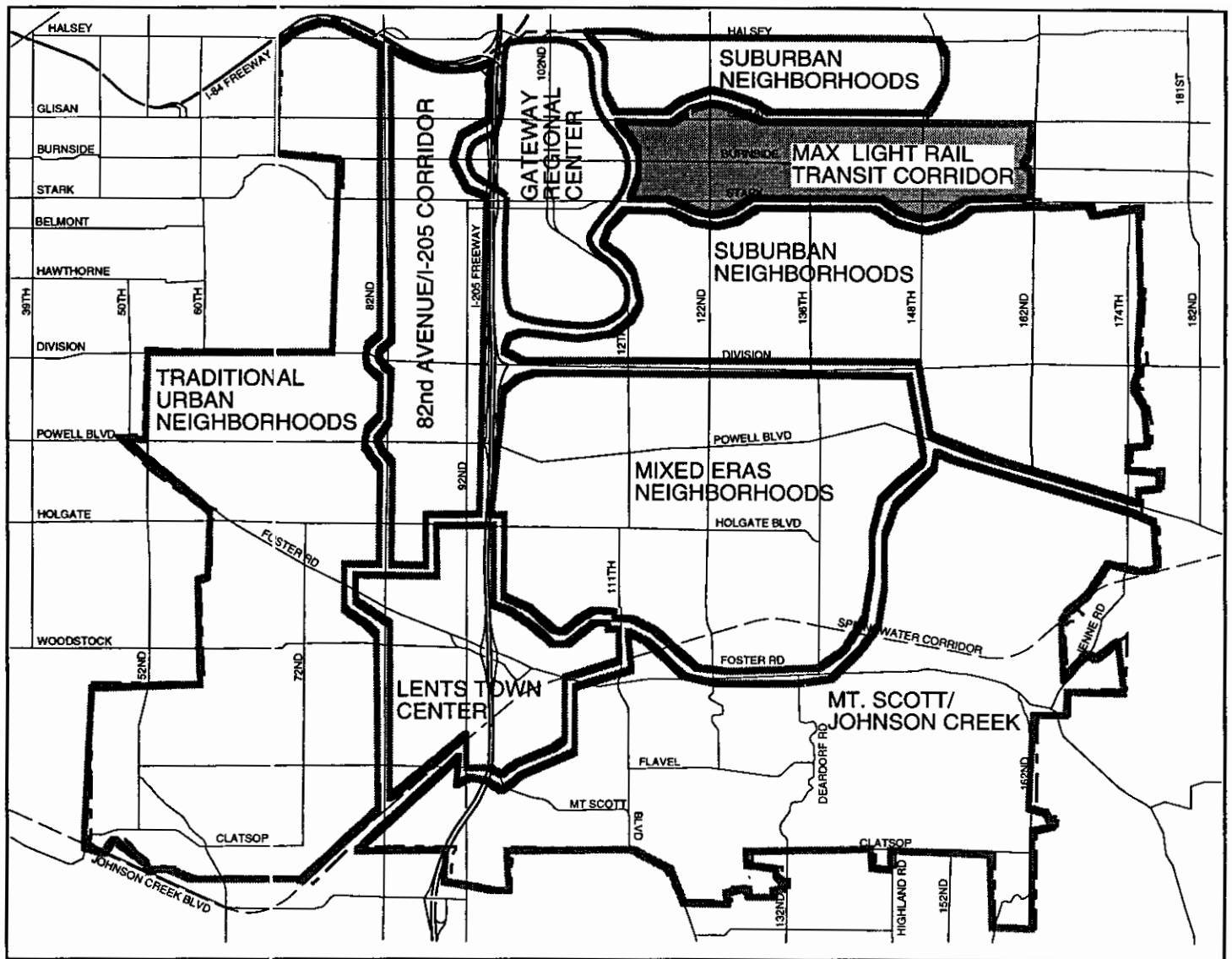
## Gateway Regional Center Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS (CONT.)</b>					
RC6	Develop design standards and guidelines in the CXd zone. Require development to be oriented to the street and provide pedestrian amenities. Discourage on-site surface parking (especially between the building and the street) and encourage on-street parking.			X		BOP
RC7	Designate the Prunedale industrial area Central Employment (EXd) to encourage more intense future development. As an interim measure, apply the Employment (EG) zone to reinforce its role as an employment center while allowing existing uses to remain conforming.	X				BOP

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The Gateway district is the largest commercial center between Portland's Central City and Gresham. Gateway, with increased building heights, a transit center, apartment housing to the south and a "village square" to the north, is pictured.



**ADOPTED**  
**OUTER**  
**SOUTHEAST**  
**COMMUNITY**  
**PLAN**

**MAP 13**

Outer Southeast Community Plan March, 1996

## Max Light Rail Transit Corridor Subarea

### Legend

- Outer Southeast Community Plan Boundary
- Subarea Boundaries
- Max Light Rail Transit Corridor Subarea

## Subarea Policy V:

### MAX LRT Corridor

The MAX light rail line runs through the plan area down I-205 freeway and then east along Burnside Street. The MAX Light Rail Transit (LRT) Corridor Subarea is the area surrounding it for roughly one-quarter mile on either side east of the Gateway area. There are three light rail stations in this corridor. They are located along Burnside at 122nd, 148th and at 162nd Avenues. These station areas are surrounded by a mix of commercial activities and housing.

The light rail facility represents an investment of several hundred million dollars. New private investment at higher densities is needed which takes advantage of and reinforces the light-rail transit stations. On the Vision Plan Map, Station Communities are envisioned to grow up around light rail stations. These would be pedestrian-oriented areas with a mix of housing and retail shops and services.

### Main Issues Addressed:

- Transportation:**
- **Housing densities are increased** in some areas around **transit stations** to support the light rail line and reduce the need for car trips.
  - Areas immediately adjacent to the light rail stops have been designated for mixed commercial and residential use and storefront commercial uses to provide **shopping opportunities close to transit**. Parking is not required and development is pedestrian-oriented.
- Urban Design:**
- The expanded Gateway Plan District will require **minimum density standards** for Low Density Multi-Dwelling zoned areas to encourage the station areas to become dense urban environments.

## **Subarea Policy V:**

### **MAX LRT Corridor**

**Ensure that private development reinforces and is reinforced by the public light rail investment by encouraging development of intense commercial and dense residential uses near the MAX light rail stations.**

#### **Objectives:**

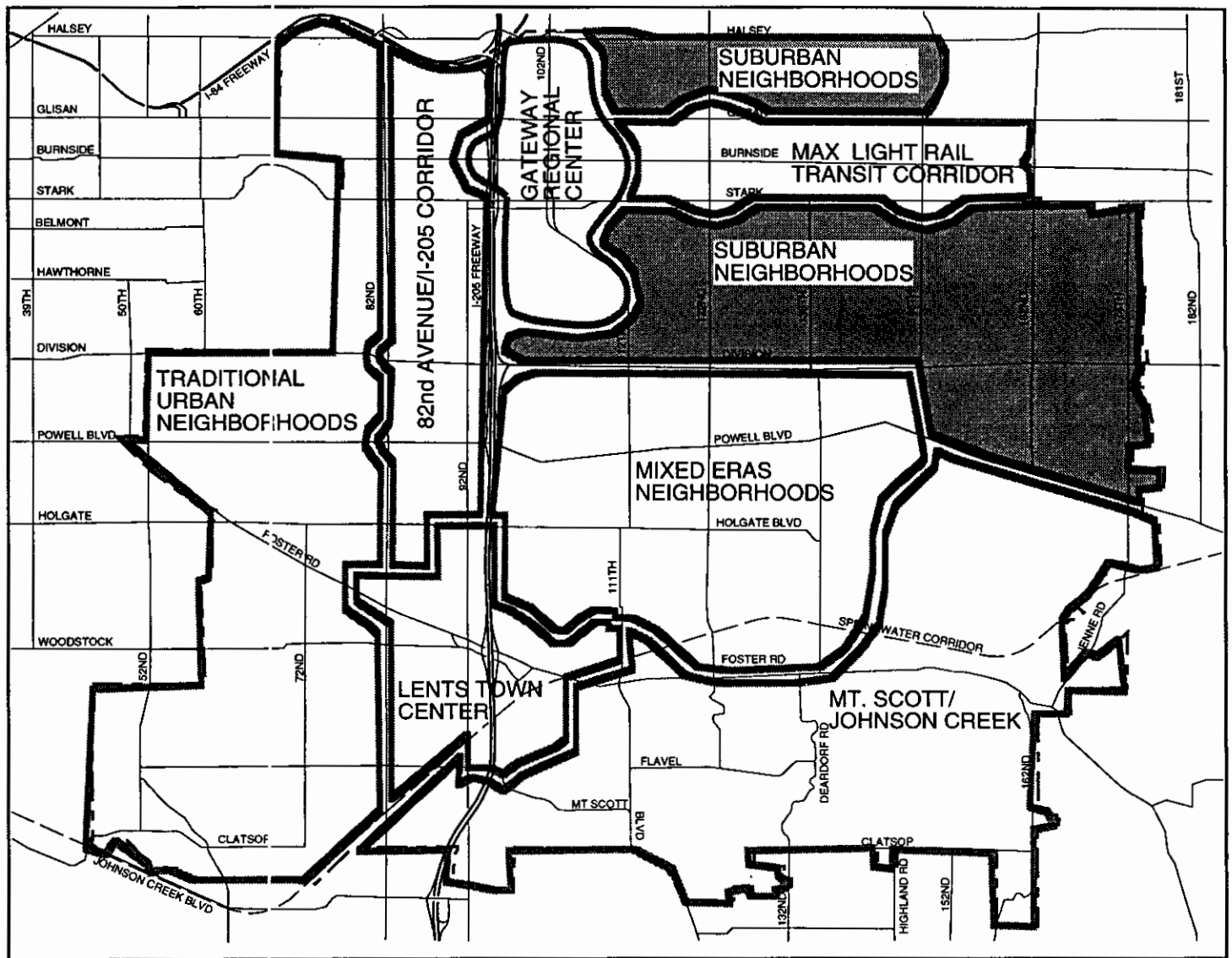
1. Encourage the redevelopment of large underused or auto-oriented sites along 122nd Avenue to a mixture of commercial and residential uses.
2. Improve the pedestrian orientation of buildings and streets around light rail stations.
3. Increase housing densities within one-quarter mile of a transit stop to at least medium-density multifamily, as the appropriate opportunity arises, and apply transit-supportive zones to commercially-zoned land.
4. Increase housing densities within one-half mile of the light rail stations to at least the higher density single family designations as the appropriate opportunity arises.
5. Establish through connections at approximately 400-foot intervals from east to west and north to south directions as the opportunity exists.
6. Provide sidewalks and separate them from traffic by street trees and parked cars wherever possible.



## MAX LRT Corridor Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
LR1	Consider the Glenfair Neighborhood as an impact area where the zoning is unlikely to need updating during the Outer Northeast Community Plan.				X	BOP
	<b>REGULATIONS</b>					
LR2	Include all of the MAX Light Rail Corridor subarea in the expanded Gateway Plan District. Use the plan district regulations to: <ul style="list-style-type: none"> <li>• Lower the minimum density requirement for High Density Residential, the RH zone, adjacent to light rail stations to 30 dwelling units an acre.</li> <li>• Require a minimum density of 15 housing units per acre in areas zoned R2.</li> <li>• Designate "required housing areas" in selected commercially-zoned areas near the 122nd Avenue light rail station as part of a plan district.</li> <li>• Add design review requirements to all RH, R1 and R2 zones.</li> </ul>	X				BOP
LR3	Zone commercial areas to Mixed Use, CM, or Storefront Commercial, CS, within 1/4 mile of transit stations at 122nd and 148th Avenues.	X				BOP

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**ADOPTED**  
**OUTER SOUTHEAST COMMUNITY PLAN**  
**MAP 14**

Outer Southeast Community Plan March, 1996

## Suburban Neighborhoods Subarea

### Legend

- Outer Southeast Community Plan Boundary
- Subarea Boundaries
-  Suburban Neighborhoods Subarea

## Subarea Policy VI:

### Suburban Neighborhoods

The Suburban Neighborhoods Subarea consists of the post-World War II suburbs. Here, farm lands were completely covered with subdivisions of single-family homes in the 1950s and 1960s. This area is now entirely within the City of Portland and receives urban services. Although there is some vacant land in this subarea, many subdivisions are fully developed. Outside of Pleasant Valley and southern Lents, most of the newer, higher-valued housing in the plan area is located here.

The transportation grid in this area is excellent and transit service is available along arterials. Shopping areas, mobile home parks and multifamily housing are also located along the arterials. They include Halsey, Glisan, Stark, and Division Streets and 122nd Avenue.

### Main Issues Addressed:

- Transportation:** • Frequent transit service is being encouraged on Division Street, a Major Transit Street, by increasing the amount of **multifamily housing** allowed.
- Open Space and Environment:** • The landfill at 155th Avenue and Main has been designated as a **possible park acquisition site**. The landfill is located in an area that has been designated "parks deficient" in the Park Futures Plan.
- Housing:** • Much of this subarea is already developed and opportunities to construct **new housing** are needed. The **gravel pit at 106th Avenue and Division Street** provides such an opportunity and most of it has been rezoned for high density single-family use.

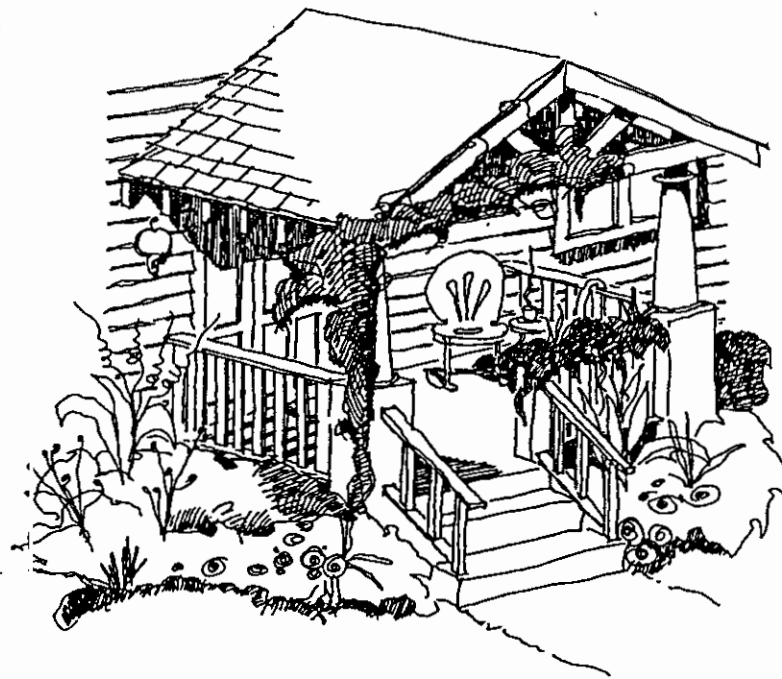
## Subarea Policy VI:

### Suburban Neighborhoods

Enhance established suburban neighborhoods by improving connections to transit and shopping, reinforcing transit, providing new open space and focusing development on infill and opportunity sites.

#### Objectives:

1. Increase single-family housing densities where there are a number of vacant or underused lots.
2. Increase the density of areas that are currently zoned multifamily on streets with transit service. Locate higher densities on streets with more frequent transit service.
3. Redevelop large vacant or underused "opportunity" sites for high density housing.
4. Evaluate "opportunity sites" for possible acquisition as park land.

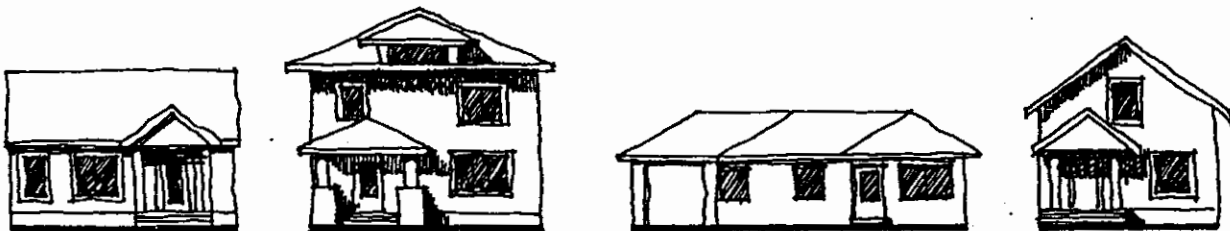


*From Neighborhood Building Blocks:  
Design Guidelines for Outer Southeast Portland  
by Portland Community Design*

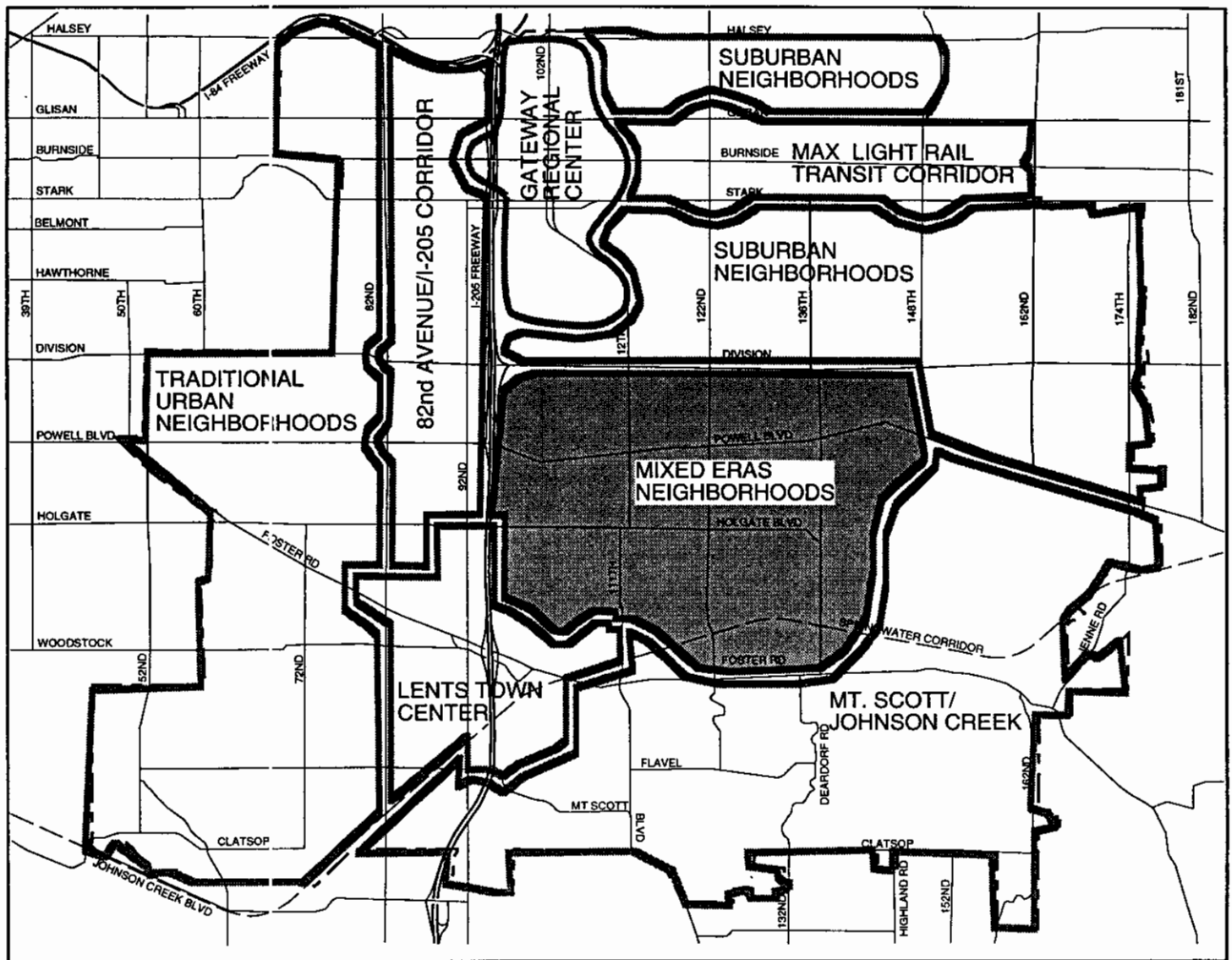
## Suburban Neighborhoods Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
S1	Designate the landfill at 155th and Main as a possible park acquisition site.	X				Parks
S2	Designate the residentially zoned portion of the Gravel pit at 106th and Division as a possible park acquisition site.	X				
	<b>REGULATIONS</b>					
S3	Zone Medium Density Single-Dwelling, R7, areas with large lots or vacant properties to High Density Single-Dwelling, R5.	X				BOP
S4	Repeal the portion of the Glendoveer Plan District that is in the Outer Southeast Community Plan area.	X				BOP
S5	Zone areas along transit streets Low and Medium Density Multi-Dwelling, R2 and R1 except areas that are currently zoned for Townhouse Residential, R3.	X				BOP
S6	Zone the gravel pit at 106th and Division for General Commercial near Division Street and High Density Single-Dwelling, R5, further north.	X				BOP

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From *Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland* by Portland Community Design



**ADOPTED**

**OUTER SOUTHEAST COMMUNITY PLAN**

**MAP 15**


Outer Southeast Community Plan March, 1996

ONE MILE

NORTH

## Mixed Eras Neighborhoods Subarea

### Legend

- Outer Southeast Community Plan Boundary
- Subarea Boundaries
-  Mixed Eras Neighborhoods Subarea

## Subarea Policy VII:

### Mixed-Era Neighborhoods

The Mixed-Era Neighborhoods Subarea lies east of the I-205 freeway, south of Division Street, north of the Springwater Corridor and west of 148th Avenue. Much of this area was annexed to the City of Portland in the mid-1990s. East of about 111th Avenue is a semi-rural area. Single-family homes on large narrow lots and a considerable amount of vacant land are located on large "superblocks" with few connecting streets. This area is rapidly filling in with new housing on flag lots and in small subdivisions in cul-de-sacs. No street grid is being constructed. Much of this area is also in the 100-year flood plain which places constraints on the type of development that can occur.

Most commercial uses are located along Powell Boulevard and Division Street. There are shopping centers at the intersections of some major north-south streets — Division Center at 122nd Avenue and Division Street, a large new Fred Meyer at 148th Avenue and Division Street and Powell Villa at 122nd Avenue and Powell Boulevard. There is also a large piece of underused, industrially-zoned land south of Kelly Butte. Kelly Butte is the largest undeveloped open space in the subarea. Ed Benedict Park, which is located nearby, is not yet completed.

### Main Issues Addressed:

**Transportation:** • Providing for **orderly urban development** is important in this subarea. **Connecting streets** make it easier to get around by foot or bicycle.

- **More frequent transit service** is being supported along 122nd Avenue, which is designated a Major Transit Street, by increasing the amount of multifamily housing allowed.

**Open Space and Environment:** • Protecting environmentally-sensitive areas on Kelly Butte is addressed by the creation of **transfer of development rights** for this and other areas.

- The amount and type of **development** that should be allowed in the **100-year flood plain** are addressed in new Johnson Creek Basin Plan District regulations.

## **Subarea Policy VII:**

### **Mixed-Era Neighborhoods**

**Provide for the orderly development of new housing at urban densities and ensure that residential areas are served by convenient neighborhood commercial centers and transit.**

#### **Objectives:**

1. Increase the single-family housing opportunity in areas where there are large lots and vacant properties suitable for development.
2. Encourage new multifamily housing to locate along neighborhood collectors with transit service.
3. Encourage multifamily housing to be developed along 122nd Avenue.
4. Promote new streets that form a network that accommodates an efficient development pattern, regular lot patterns, multi-modal capability, and multiple access for emergency vehicles.
5. Use alternative street standards to achieve connectivity where standard city streets are not possible due to lot configuration, existing development, etc.
6. Create a new neighborhood commercial center near 136th Avenue and Holgate Boulevard.
7. Develop the area along Powell Boulevard south of Kelly Butte for a wider range of employment uses.
8. Improve unfinished parks and develop Kelly Butte as a passive recreational resource.
9. Reduce the potential for flooding and water quality problems.
10. Ensure that potential development permitted by the Comprehensive Plan within the Johnson Creek flood plain does not contribute to the Johnson Creek flooding problem.



## Mixed-Era Neighborhoods Action Chart:

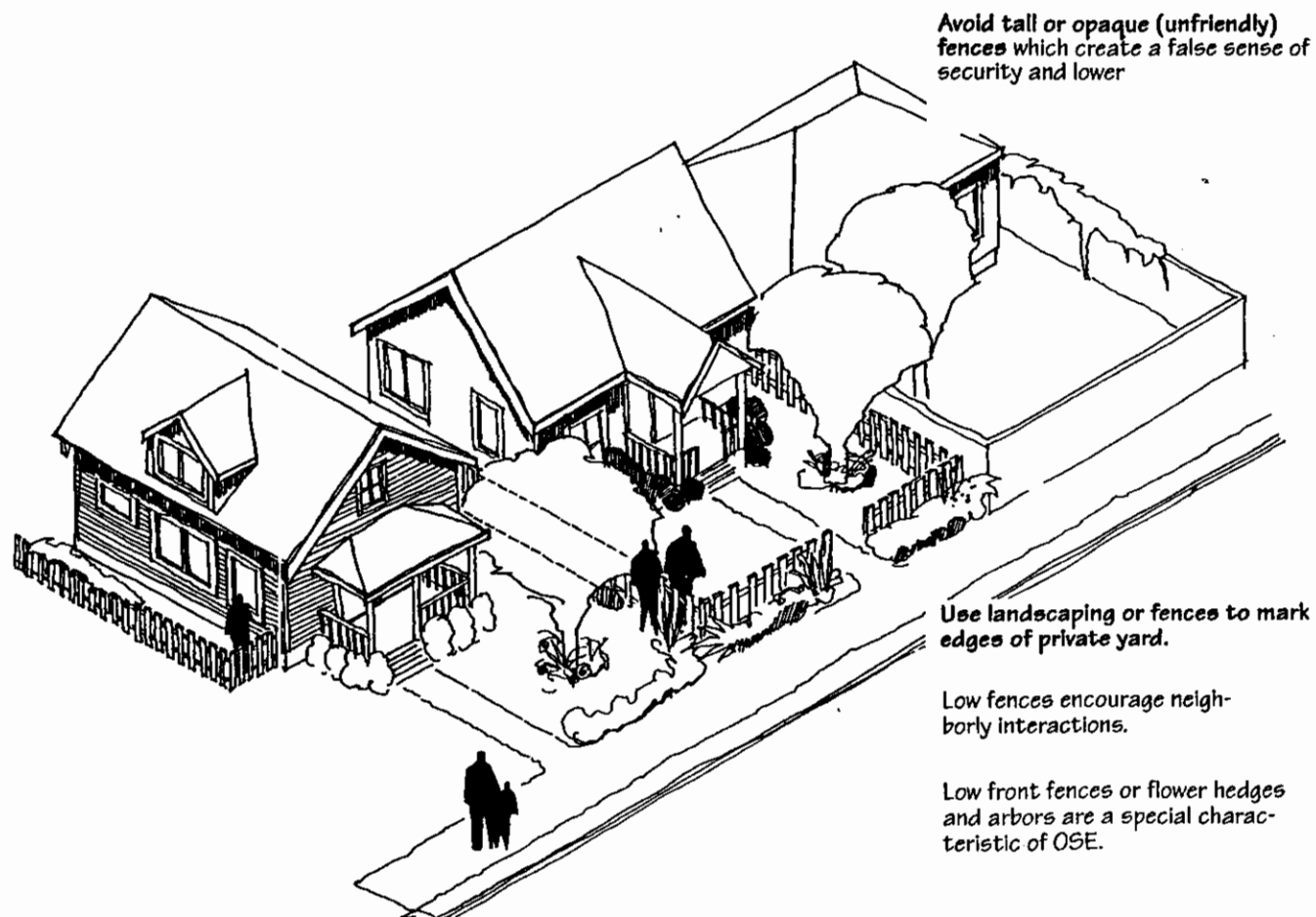
#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS:</b>					
MN1	Improve trails on the top of Kelly Butte so they may be used as a passive recreational resource.			X		Parks
MN2	Complete the development of Ed Benedict Park.			X		Parks
	<b>REGULATIONS</b>					
MN3	Rezone areas with large or vacant lots that are Medium Density Single-Dwelling, R7, to High Density Single-Dwelling, R5 or R5a.	X				BOP
MN4	Develop standards which allow for alternatives to standard city streets as part of the Land Division Code rewrite project.			X		BOP, PDOT
MN5	<p>Include the Mixed Neighborhoods in the north area of Johnson Creek Plan District to:</p> <ul style="list-style-type: none"> <li>• Apply development standards specific to the Johnson Creek flood plain and</li> <li>• Create incentives for full urban service development except for areas within the flood plain.</li> </ul>	X				BOP
MN6	Zone areas along 136th Avenue and Holgate Boulevard outside the 100-year flood plain of Johnson Creek for Low Density Multi-Dwelling, R2, to provide new housing opportunity close to transit.	X				BOP
MN7	Zone a small area at 136th Avenue and Holgate Boulevard to Neighborhood Commercial.	X				BOP

## Mixed-Era Neighborhoods Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS</b>					
MN8	Zone areas along Powell Boulevard to Low Density Multi-Dwelling, R2, to provide more housing opportunity close to transit.	X				BOP
MN9	Zone strips on either side of 122nd Avenue between Powell Boulevard and the Springwater Corridor to Medium Density Multi-Dwelling, R1.	X				BOP
MN 10	Zone the industrial land south of Kelly Butte to General Employment, EG, to create more job opportunities.	X				BOP
MN 11	Include Kelly Butte in the Johnson Creek Plan District and create a provision allowing for transfer of development rights for environmentally-zoned areas.	X				BOP

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**The careful design of adjacent front yards allows people to relate to each other and to the street.**



From *Neighborhood Building Blocks: Design Guidelines for Outer Southeast Portland* by Portland Community Design



## Subarea Policy VIII:

### Mt. Scott/Johnson Creek

The largely undeveloped Mt. Scott/Johnson Creek Subarea is in the southeastern portion of the plan area. It contains hundreds of acres of vacant land, significant natural areas, open spaces and trails including Johnson Creek, the Springwater Corridor, the northern slope of Mt. Scott, Beggar's Tick Marsh, and Powell Butte. The largest supply of industrially-zoned land in the plan area is located here next to Johnson Creek.

Steep, forested slopes, and flooding problems have constrained development in this area. The buttes are low lava hills with soil types unique to this area of Portland. They are particularly prone to instability. To the north, Johnson Creek is located at the base of these slopes and periodically overflows its banks.

In addition to natural constraints, public services are not presently available in portions of the area. Two notable deficiencies are public sewers in some places and an adequate street system. Most of the roads in the area are old farm-to-market roads and are becoming congested due to the growing volume of commuter traffic — Foster, Deardorf, Barbara Welch, and Jenne Roads.

### Main Issues Addressed:

#### Housing:

- Increased housing densities area allowed only for **attached development with full urban services** - water, sewer, streets, and sidewalks.

#### Open Space and

#### Environment:

- The Johnson Creek Basin Plan district boundaries have **been expanded**. New regulations for development in the 100-year flood plan, a transfer of development rights process and requirements for a landscaped buffer along the Springwater Corridor have been added.
- A large area on the **north side of Mt. Scott** has been designated for **future open space acquisition**. Most of the designated land is covered by environmental zones. Keeping it from being developed will help protect Johnson Creek.

## **Subarea Policy VIII:**

### **Mt. Scott/Johnson Creek**

**Protect the natural character of the area while providing for orderly urban development. Provide for the recreational needs of this newly developing area and locate new housing opportunity near Powell Butte.**

#### **Objectives:**

1. Protect and improve the Johnson Creek Corridor and its tributaries as a natural drainage way, a wildlife corridor, and a naturally forested area.
2. Maintain significant open spaces in the uplands surrounding Johnson Creek and reduce stormwater runoff from development.
3. Protect the natural and scenic character of the Springwater Corridor as development occurs on sites adjacent to the Corridor.
4. Improve public access to the Springwater Corridor.
5. Create zoning incentives which encourage the orderly urbanization of environmentally constrained and unserviced areas.
6. Create additional opportunity for higher-density housing on vacant land near Powell Butte.
7. Provide for future recreational needs as this area develops.
8. Evaluate an area between Powell Butte and Clatsop Street for possible acquisition as park land.
9. Provide for continued development of water supply and distribution facilities at Powell Butte which are in conformance with the environmental zoning and the continued use of the property for a nature park.

## Mt. Scott/Johnson Creek Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
EC1	Provide incentives to property owners along Johnson Creek to improve riparian areas.			X		State, JCWC
EC2	Preserve historic resources in the Johnson Creek watershed.			X		BOP, BES
EC3	Consider acquiring an area between Gilbert School and the Springwater Corridor as a public open space.				X	Parks, Metro
EC4	Create a new "Forest Park East" with boundaries as identified on the Vision Plan Map.				X	Parks, Metro
EC5	Include the unincorporated area west of Jenne Road in the Johnson Creek Basin Plan District, if it is annexed by Portland and Metro amends the Urban Growth Boundary to include it. This area was studied and analyzed as Site #270 J as part of the Johnson Creek Basin Protection Plan adopted by City Council in 1991.				X	BOP
	<b>PROGRAMS</b>					
EC6	Work with partners in the public and private sector to address site contamination in the Springwater Corridor between 82nd and 122nd Avenues.			X		HUD, PDC, DEQ
EC7	Conduct a new study within the next three years to consider the refinement of the environmental zoning in the Johnson Creek Basin.			X		BES, BOP
EC8	Zone additional area around Powell Butte for multifamily and high-density single-family housing.	X				BOP

## Mt. Scott/Johnson Creek Action Chart:

#	Actions	Time				Implementors
		Adopted With Plan	On- going	Next 5 Yrs	6 to 20 Yrs	
	<b>REGULATIONS</b>					
EC9	Expand the Johnson Creek Basin Plan District to include the Springwater Corridor, natural drainage areas owned by the City east of SE 111th Avenue and north of the Springwater Corridor, and Kelly Butte. As part of the Plan District: <ul style="list-style-type: none"> <li>• Create density incentives for providing full urban services in undeveloped areas.</li> <li>• Create a transfer of development rights process which allows the transfer of development density from areas covered by environmental zones and in the 100-year flood plain to other areas within the plan district.</li> <li>• Protect the scenic quality of the Springwater Corridor by restricting development just adjacent to the pathway.</li> <li>• Provide a density incentive for providing attached residential in the Johnson Creek Plan District regulations.</li> </ul>	X				BOP
EC10	Rezoning the areas on either side of Foster Road that are now General Employment, EG, to General Industrial, IG, with the exception of the area east of 109th Avenue and north of Beggar's Tick Marsh.	X				BOP
EC11	Use City-owned properties off Brookside Drive and at 111th Avenue and Harold Street for water retention and flood control. Zone the area near 111th and Harold, Open Space.			X		BES
EC12	Revise the Powell Butte Master Plan to direct continued and coordinated use of Powell Butte as key water system facility and as a nature park.			X		PWB, Parks, BOP

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## **Implementors of Plan Action Items**

This is a directory of the abbreviations used for potential implementors of action items in both the Community-wide and Subarea Policy action charts. Identified implementors for actions have expressed interest and support with the understanding that some actions may need to be adjusted and others replaced with more feasible proposals.

<b>BA</b>	<b>Business Associations</b>
<b>BES</b>	<b>Bureau of Environmental Services</b>
<b>BHCD</b>	<b>Bureau of Community Development</b>
<b>BOB</b>	<b>Bureau of Buildings</b>
<b>BOP</b>	<b>Bureau of Planning</b>
<b>DEQ</b>	<b>Department of Environmental Quality, State of Oregon</b>
<b>HUD</b>	<b>Department of Housing and Urban Development, U.S.</b>
<b>JCWC</b>	<b>Johnson Creek Watershed Council (formerly the Johnson Creek Corridor Committee)</b>
<b>Metro</b>	<b>Metro (formerly the Metropolitan Service District)</b>
<b>NA</b>	<b>Neighborhood Association</b>
<b>ODOT</b>	<b>Oregon Department of Transportation</b>
<b>OSEBC</b>	<b>Outer Southeast Business Coalition</b>
<b>Parks</b>	<b>Bureau of Parks and Recreation</b>
<b>PCC</b>	<b>Portland Community College</b>
<b>PCD</b>	<b>Portland Community Design</b>
<b>PDC</b>	<b>Portland Development Commission</b>
<b>PDOT</b>	<b>Portland Office of Transportation</b>
<b>PPB</b>	<b>Portland Police Bureau</b>
<b>Pvt.</b>	<b>Private property owners - business and home owners</b>
<b>PWB</b>	<b>Portland Water Bureau</b>
<b>RACC</b>	<b>Regional Arts and Culture Council (formerly Metropolitan Arts Commission)</b>
<b>ROSE</b>	<b>Revitalize Outer Southeast Community Development Corporation</b>
<b>State</b>	<b>State of Oregon</b>
<b>TM</b>	<b>Tri-County Metropolitan Transportation District of Oregon</b>

# Appendices

## Appendix 1: Glossary

Most of the definitions used in this Glossary can be found in the following publications:

- Portland Comprehensive Plan Goals and Policies
- Portland Zoning Code (Title 33)
- East Buttes, Terraces and Wetlands Conservation Plan, July, 1993
- Region 2040 Growth Concept, adopted by the Metro Council on 12/8/94
- Regional Urban Growth Goals and Objectives, Metro, September 26, 1991
- Planning and Design for Transit, Tri-Met, 1993

For more information or, in some cases, an expanded definition, see listed publications.

### **Accessory Rental:**

An additional living unit that is created through the conversion or expansion of a portion of the primary dwelling unit in areas zoned for single-family use.

### **Affordable Housing:**

Housing with rents or mortgage costs that are 30% or less of the gross monthly income of a household.

### **Amenity Package:**

A set of additional requirements designed to significantly improve the livability of a project which, if included in the project, allows a bonus density increase.

### **Attached Residential:**

Individual dwelling units sharing a common wall, commonly known as rowhouses. The lot line between two units is along the common wall.

### **Attraction:**

Institution or recreational facility open to the public designed to attract people from both within and outside the Plan Area. An example of a major attraction would be the Portland Adventist Medical Center, because it draws people from throughout the Metropolitan area. An example of a minor attraction would be the Holgate Library, which draws residents from several neighborhoods.

**Auto-oriented Land Uses:**

Functional activities of two types: 1) those which are auto-related (such as gas stations and auto repair shops), and 2) those which by their design attract primarily customers arriving by automobile (such as drive-in restaurants).

**Background Document:**

A one-volume publication by the Portland Bureau of Planning providing factual information on the Outer Southeast Community Plan Area. Printed in March, 1993, it included census data and information on transportation, housing, commercial areas, opportunity sites, and urban services in the plan area.

**Base Zone:**

The uses allowed and accompanying development standards in areas covered by designations on the zoning map. These are noted in capital letters sometimes followed by numbers.

**Benchmark:**

Measures of results rather than efforts. Indicators of progress towards long-range strategic goals and a checklist of the community's social, economic, and environmental health.

**Block Watch:**

An Office of Neighborhood Associations' crime prevention program. In residential areas, residents on a block organize to watch each other's homes and report suspicious activities to the police. Neighborhood Watch signs may be posted as part of the effort. Business Watch is an equivalent program for commercial areas where business owners organize to watch each other's businesses.

**Block Homes:**

A program sponsored by the Portland Police Bureau and the PTA in which households and businesses volunteer to be safe havens for pre-teenage children in emergencies.

**Bonus Density:**

Extra density allowed beyond the maximum for the base zone. This may be granted if certain amenities, such as outdoor recreation facilities, are included. Under the Alternative Design Density overlay regulations, extra density will be allowed in projects that include housing for low and very low income households.

**Building Codes:**

Legislative regulations that prescribe the materials, requirements, and methods to be used in the construction, rehabilitation, maintenance, and repair of buildings. Several national building codes have been established for adoption by individual states. Oregon has adopted the Uniform Building Code (UBC), developed by the International Conference of Building Officials.

**Bureau of Planning:**

The professional staff responsible for providing the Portland Planning Commission with the research and information necessary for the Commission's recommendations to the Portland City Council.

**Capital Improvement Program (CIP):**

A five-year program to identify improvement projects which may result in a major expenditure of public funds for such facilities as sewers, streets, and parks.

**Center:**

A concentration of medium-to-high intensity commercial, institutional, or industrial uses or a combination of these that provides a draw for the population in surrounding neighborhoods and the region.

**Citizen Advisory Committee:**

A group of representatives from neighborhood, business, and local non-profit organizations that review proposed plan elements and advise the Outer Southeast Community Plan staff.

**Citizen Involvement:**

A term used to describe citizen participation. LCDC Goal 1 requires that citizens be involved in all phases of the comprehensive planning process.

**Cluster development:**

Subdivision containing houses with some or all of the lots reduced below the minimum lot sizes, but where the overall project meets the density standard for the zone.

**Community Development:**

Activities and programs designed to strengthen the physical, social, and economic conditions of an area with a view toward making it a more healthful, prosperous, and gratifying place to live. The City of Portland receives federal funds for community development through the Housing and Community Development Act of 1974.

**Community Gardens:**

A Bureau of Parks and Recreation program where gardening plots are made available to those wishing to grow vegetables and flowers for a nominal fee.

**Community Policing:**

An approach to law enforcement based on building problem solving partnerships between citizens and the Portland Police Bureau.

**Community Reinvestment Act:**

This 1977 federal law requires that banks and thrifts invest in the neighborhoods that they serve.

**Comprehensive Plan:**

The current adopted Comprehensive Plan for the City of Portland. This land-use plan is intended to guide the future growth and development of the City. In 1973, The State Legislature adopted Senate Bill 100 (ORS 197) which mandates comprehensive land use planning by Oregon's cities and counties. Portland's plan was approved or "acknowledged" by the state in 1981. The City's Zoning Code is a major implementation tool of the Comprehensive Plan but is not part of the plan.

**Conditional Use:**

A use permitted only when certain conditions governing the development are established. Schools, churches, and hospitals are common conditional uses in residential zones.

**Corridors:**

A three to five block wide area running along the length of a major transit street which is designated for medium-density apartment and commercial land uses. Typical new developments would include rowhouses, duplexes, and one-to-three-story office and retail buildings, and average 25 persons per acre.

**Cul-de-sac:**

A local street terminating in a dead-end turnaround.

**Curb Ramps:**

Curb cuts on corners where two sidewalks meet to allow those in wheelchairs to cross the street.

**Density:**

The average number of persons, households, or dwellings per acre of land.

**Design Guidelines:**

A set of design parameters for development which apply within a design district, subdistrict, or overlay zone. They are adopted as public statements of intent and are used to evaluate the acceptability of a project's design.

**Design Review:**

Used to evaluate architectural compatibility, building placement on a site, dimensions, height and bulk, and exterior alterations.

**Desired Character:**

The preferred and envisioned character, usually of an area, based on the purpose statement or character statement of the base zone, overlay zone, or plan district. It also includes the preferred and envisioned character based on any adopted area plans or design guidelines for an area.

**Drainageway:**

An open linear depression, whether man-made or natural, for the collection and drainage of surface water. It may be permanently or temporarily inundated.

**Ecologically Significant Natural Areas:**

Land and water that has substantially retained its natural character, but is not necessarily completely natural or undisturbed, and which is significant for its natural features.

**Employment areas:**

Metro identified two types of employment areas. Industrial areas would be set aside primarily for industrial activities. Mixed Use Employment areas mix various types of employment and include some residential development.

**Enhance:**

To raise to a higher degree, improve quality or available capacity, intensify, or magnify.

**Environmental Zones:**

Zoning designation applied to particular lands to protect and conserve natural resources and resource values. *See Appendix 2, Description of Zoning Designations, for more information.*

**Environmentally Sensitive Areas:**

Areas which contain significant natural resources and/or resource values which may warrant protection.

**Family Wage Job:** A permanent job with an annual income greater than or equal to the average annual covered wage in the region. The most current average annual covered wage information from the Oregon Employment Division shall be used to determine the family wage job rate for the region or for counties within the region.

**Fish and Wildlife Habitat Areas:**

Lands which contain significant food, water, or cover for native terrestrial and aquatic species of animals. Examples include forests, fields, riparian areas, wetlands, and water bodies.

**Flag Lot:**

A lot located behind another lot that has normal street frontage. A flag lot includes a strip of land that goes out to the street and is generally used for an access drive.

**Floodplain:**

Areas which are dry in some seasons but inundated when heavy rain, snow melt, tide, increased rate of surface runoff or other conditions cause streams or rivers to overflow their normal channels.

**Floodway:**

The channel of a river or other watercourse and the adjacent land area that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot.

**Floor Area Ratio (FAR):**

The amount of floor area in relation to the amount of site area, expressed in square feet. For example, on a 40,000 square foot block with 6:1 FAR, the maximum floor area of building would be 240,000 square feet. This might translate into a 30-story apartment building with each floor containing 8,000 square feet if the height limits allowed it.

**Focal Point:**

Community meeting places such as neighborhood commercial centers. *See Appendices 3 and 4 for a more complete definition.*

**Forty Mile Loop:**

A recreational trail system planned to link Portland's major parks and natural areas. The proposed trail is now much longer than forty miles and some of it has been developed. In the Outer Southeast Community Plan Area, the Springwater Corridor is part of the Forty Mile Loop.

**Freeway Land Company site:**

Industrial Sanctuary site southeast of the I-205 and Foster interchange. Also known as the Dwyer, Publisher's Paper, and Smurfit site.

**Gateway:**

Points of transition in the plan area. They mark changes of identity such as those between neighborhoods and may be emphasized by signs, street tree plantings, or works of art. *See Appendices 3 and 4 for a more complete definition.*



**High Capacity Transit (HCT):**

Transit routes that may be either a road designated for frequent bus service or a light-rail line.

**Historic District:**

An area containing a number of lots, blocks, and buildings that has special historical, architectural or cultural significance as part of the heritage of the city.

**Historical Landmark:**

A building, portion of a building, site, tree, statue, sign or other object or space that the City has recognized for its special historic, cultural, or architectural merit. This is the highest rank for a historic resource.

**Home Occupation:**

A business activity that is carried out on the same site as a dwelling unit and which is accessory to the Household Living on the site.

**Household:**

One or more persons related by blood, marriage, legal adoption or guardianship, or one or more handicapped persons, plus not more than five additional persons, who live together in one dwelling unit.

**Housing Opportunity:**

The number of housing units that would exist if an area was built out to the maximum allowed by the zoning.

**Incubator Industry:**

A recently-formed small industrial business which is not yet well established.

**Industrial Sanctuary:**

A Comprehensive Plan designation for areas where the City policy is to reserve land for existing and future industrial development. Nonindustrial uses are limited to prevent land-use conflicts and to preserve land for industry.

**Infill Development:**

The construction on scattered vacant lots in developed neighborhoods as opposed to building on large parcels of vacant land in relatively undeveloped areas.

**Infrastructure:**

The utilities and basic services, such as roads and sewers, essential for the development, operation, and growth of a city.

**Inner Neighborhoods:**

A Metro Region 2040 Growth Concept definition, it includes areas in Portland and the older suburbs that are primarily residential, close to employment and

shopping areas, and have slightly smaller lot sizes and higher population densities than in outer neighborhoods. All of the area within Outer Southeast Community Plan are considered inner neighborhoods.

**Institutional Campus:**

A medical or educational institution and associated uses, on a site at least five acres in area.

**Intensity:**

The amount or magnitude of a use on site or allowed in a zone. Generally, it is measured by floor area. It may be measured by such things as number of employees, amount of production, trip generation or hours of operation. The more activity, the greater the intensity of use.

**Labor-intensive:**

A business or industry employing a high number of people per acre.

**Land Bank:**

Acquiring land to be reserved for some future purpose.

**Land Conservation and Development Commission (LCDC):**

A state agency empowered by Oregon State legislation to establish and enforce state-wide planning goals and guidelines and coordinate land use planning for the state of Oregon. LCDC has established goals in 19 substantive areas which are binding on local governments throughout the state. Each goal is accompanied by a set of guidelines listing the suggested directions which would aid local governments in achieving the goals.

**Land Use:**

The way in which land is used - the activities that take place. They are generally either residential, commercial, industrial, institutional or open space. Housing construction, population growth, traffic flow, and job development are influenced by the way land is used.

**Light Rail Line:**

A public rail transit line that usually operates at grade level and that provides high capacity, regional-level transit service.

**Light Rail Routes or Corridors:**

Location of existing and proposed light-rail transit improvements. A proposed light rail line is being considered along the I-205 corridor between the Gateway Regional Center and Portland International Airport.

**Local Improvement District (LID):**

A system whereby adjacent and benefiting property owners share in the expense of public improvements.

**Low-Income Household:**

A household that earns or receives 80% or less of the median income for the Portland Metropolitan Statistical Area (PMSA). Very low income households are defined as earning or receiving 50% or less of the median income for the PMSA.

**Main Streets:**

Neighborhood shopping areas along street or at an intersection, sometimes having a unique character that draws people from outside the area.

**Major Traffic Street:**

A city street which is intended to serve as a principal route for movement of traffic to and within major areas of the city.

**Manufactured Housing:**

Housing that is shipped to the site either as a completed unit or as a number of complete sections or rooms which can be joined on-site with a minimum of effort. A manufactured home is constructed in accordance with federal manufactured housing construction and safety standards in effect after June 15, 1976.

**MAX:**

Metropolitan Area Express Light Rail line which links the Central City with east Portland and Gresham.

**Metro:**

The directly-elected regional government for the Portland metropolitan region, the first of its kind in the nation. Metro is responsible for metropolitan aspects of land use planning and other regional services.

**Metropolitan Housing Rule:**

This rule requires that the opportunity exist for at least 50% of new development to be attached single family and/or multifamily. New development is required to average at least 10 units per acre. Land with environmental constraints such as slopes over 25%, in the 100-year floodplain, or in public ownership is not included in the density calculations.

**Mixed-Use:**

Development that combines residential uses with commercial or industrial uses.

**Mobile Home:**

A dwelling unit constructed off-site and which is not constructed to the standards of the uniform building code. Mobile homes include residential trailers and manufactured homes.

**Mobile Home Park:**

Two or more mobile homes which are located on a single site for 30 days or more and intended for residential use.

**Neighborhood Traffic Management Program:**

A Portland Office of Transportation program which works with neighborhoods to reduce speeding and traffic on local streets through traffic management projects and devices.

**Neighborhood Watch:**

See Block Watch

**Node:**

A small group of similar uses such as retail businesses that are located where two streets intersect. Commercial, industrial, and institutional uses are encouraged to locate together to create a sense of identity and to attract additional activity to the area.

**Nonconforming Use:**

A building or use that is inconsistent with the zoning regulations. If erected before the enactment of the regulations, it may continue its use, but a new non-conforming or different non-conforming use may not be substituted. Most zoning ordinances prohibit the enlargement of a non-conforming use. Many ordinances permit the rebuilding of the non-conforming premises when destroyed by fire. Once the use is abandoned, however, the right to its restoration is lost and the future use of the premises must conform to the zoning.

**Office of Neighborhood Associations:**

A City of Portland bureau which provides assistance in developing organizations and information exchange within the city network of neighborhood associations.

**Open Space:**

Lands, public or private, which serve an open space function. They include parks, natural areas, golf courses, and cemeteries, but they may also include wetlands and flood plains, stream and trail corridors, and largely undeveloped upland areas.

**Opportunity Sites:**

Opportunity sites generally refers to places where a neighborhood can be improved by the development of housing. It focuses on the potential for neighborhood improvements, rather than on specifying appropriate heights, densities or styles of new development. Opportunity sites can be small or large scale. They range from vacant, weedy, abandoned lots, to under-utilized or boarded-up commercial properties, to large tracts of land that may be in transition such as rail yards and extinct gravel pits. They are places that neighborhood residents would generally identify as "eyesores."

**Orderly urban development:**

Development which occurs only where urban public facilities and services exist or can reasonably be made available.

**Outer Southeast Community Plan Area:**

A twenty-eight square mile area in Outer Southeast Portland and unincorporated Multnomah County. Its boundaries are approximately 52nd on the west, Halsey street on the north, the urban services boundary on the east and the Clackamas County line on the south. It contains eleven neighborhoods- Brentwood, Darlington, Centennial, Foster-Powell, Hazelwood, Lents, Mill Park, Montavilla, Mt. Scott-Arleta, Pleasant Valley, Powellhurst-Gilbert, and South Tabor. It also contains a small portion of the Wilkes neighborhood.

**Overlay Zones:**

Overlay zones contain special "supplementary" restrictions on the use of land beyond the requirements in the underlying zone. A parcel of land may have more than one overlay zone. These appear on zoning maps in lower case letters following the base zone designations.

**Park Blocks:**

A series of small blocks in the center of the right-of-way used as open space. These blocks can be planted with grass and trees similar to those on SE 72nd Avenue from Holgate to Foster Road.

**Pedestrian Districts:**

A Transportation Element designation for areas of heavy pedestrian usage, such as neighborhood commercial areas. It is intended that the district contain street space for pedestrian activities and good access to transit stops and parking facilities.

**Pedestrian-Friendly:**

A "walkable" environment which includes amenities, such as trees and sidewalk furniture; sidewalks wide enough to allow pedestrians to get from one place to another safely; well-defined setbacks and porches in residential areas; and windows and display areas along sidewalks, numerous building entries, awnings and signs oriented to the walkers in commercial areas.

**Pedestrian-Oriented Development:**

Development designed with a primary emphasis on the sidewalk and on pedestrian access to the site and building, rather than on auto access and parking areas. Buildings are generally placed close to the street and main entrances oriented to the street sidewalk.

**Pedestrianway and/ or Bikeway:**

These are routes for pedestrians and bicyclists. Special paving, street trees, street furniture, street crossing signals, sidewalk widening and street closures, where appropriate, enhance their safety and attractiveness.

**Planned Unit Development (PUD):**

A type of development that is based on a comprehensive design that addresses the entire complex of land, structures, and uses as a single project.

**Portland City Council:**

The City Council is composed of the Mayor and four Commissioners. This body is responsible for adopting Portland's Comprehensive Plan after a series of public hearings.

**Portland City Planning Commission:**

The Planning Commission is composed of nine citizen members appointed by the Mayor and approved by the City Council. The Commission's role is advisory to the City Council.

**Portland Metropolitan Region:**

The urban portions of Multnomah, Clackamas, Washington, and Clark counties.

**Principal Use:**

The main purpose for which land or a building is designated or occupied.

**Prunedale:**

Small industrial area east of I-205 between Stark and Burnside.

**Public Recreational Trail:**

A trail which increases recreational opportunities, connects recreational sites such as major parks, and increase public access to water features and to viewpoints. The Springwater Corridor is such a trail.

**Recognized Organization:**

A neighborhood, community, business, or industrial association, or organization recognized or listed by the Office of Neighborhood Associations.

**Regional Center:**

Areas of mixed residential and commercial use that serve around a hundred thousand people and are easily accessible by different types of transit.

**Regional Transitway:**

A transitway intended to provide frequent, high-speed, high capacity, express and limited service for inter-regional and inter-district trips. The MAX Corridor is a Regional Transitway.

**Residential Trailers:**

A mobile home which was not constructed in accordance with federal manufactured housing construction and safety standards in effect after June 15, 1976.

**Resource Enhancement:**

The modification of a natural resource or resources to improve the quality or quantity of the resource and resource values.

**Rezone:**

A change in the zoning classification of land. Rezoning changes the types of uses allowed and development standards.

**Riparian Areas:**

Lands which are adjacent to rivers, streams, lakes, ponds, and other water bodies.

**Rowhouses:**

Single-family houses built on narrow lots and without side yards. These houses are built to the property line and can give the impression of a row of houses. *See Attached Residential.*

**Runoff:**

Storm water runoff, is the water which is not absorbed into the ground during and after a storm which then flows over the land.

**Scenic Corridor:**

A linear scenic resource, which may include streets, bikeways, trails, or waters through parks, natural areas, or urban areas.

**Scenic View:**

A scenic view is one that can be framed, wide angle or panoramic and may include natural and/or manmade structures or activities. A scenic view may be from a stationary viewpoint or be seen as one travels along a roadway, waterway or path. A view may be of a faraway object such as a mountain or of a nearby object such as a bridge.

**Scenic Viewpoint:**

A location from which to enjoy a scenic view. Scenic viewpoints are those identified and protected by Portland's Scenic Resources Protection Plan.

**Skinny Streets:**

Streets of 20-26 foot widths in residential areas. Until recently, the City of Portland required residential streets to be up to 32 feet wide. Skinny streets help preserve neighborhood livability, while maintaining emergency access to homes.

**Special Needs:**

Residents, such as the physically handicapped, who need additional assistance to participate in the life of the community.

**Station Communities:**

Nodes of development centered around a light rail or high-capacity transit station which feature a high-quality pedestrian environment. Each station community encompasses an area approximately one-half mile from a station stop and would average 45 persons per acre.

**Superblock:**

A continuous area, either in single or multiple ownership, which may include a vacated street and which has a total gross site area in private property of at least 75,000 square feet.

**Supplemental Compatibility Standards:**

Objective standards which do not require discretion in determining compliance with design review.

**Technical Advisory Committee:**

A group of representatives from relevant City Bureaus and other local public agencies that review proposed plan policies and actions and otherwise advise the Outer Southeast Community Plan staff.

**Town Center:**

Areas of mixed residential and commercial use that serve tens of thousands of people.



**Transfer of Development Rights:**

The transfer of the potential number of dwelling units that would be allowed in the base zone on the site from sites that have been designated for protection through the application of the Environmental Protection overlay zone. The number of allowable dwelling units is transferred to areas that can accommodate the additional density. This reduces development pressure on the protected sites while containing safeguards so that the transferred density is developed appropriately at the receiving sites.

**Transit Corridor:**

A light rail street or a street with 10-minute bus service or feeder bus service provided by Tri-Met.

**Transit-Oriented Land Uses:**

Activities which by their design attract, or have the potential to attract, a significant proportion of customers and employees by means of transit, bicycle or pedestrian modes. Such land uses have a lower demand for parking than auto-oriented land uses.

**Transit-Supportive Development:**

Development which has sufficient 1) project density in terms of employees or residents per square acre, 2) number of trips serviceable by transit, 3) adequate mix of uses to allow for multiple trips within walking distance of one another, and/or 4) pedestrian-oriented design characteristics.

**Transportation Element of the Comprehensive Plan:**

Goal 6 of the Portland Comprehensive Plan. It includes the Arterial Streets Classifications and Policies, which classifies the City's streets based on their optimal traffic and transit functions and dictates what types of automobile, truck, transit, bicycle, and pedestrian use should be emphasized on each street and how future street improvements and public and private development relate to those uses.

**Transportation Planning Rule:**

This rule requires a 20% reduction in per capita auto miles traveled over the next 30 years. This means pedestrian, bike, and public transit use must be increased and auto trips reduced.

**Tri-Met:**

The agency which provides transit services to the Portland metropolitan region.

**Urban Growth Boundary:**

A line which delineates the future development of the urban area. Within the boundary, all the facilities and services necessary for urban development will be provided; outside the boundary, service extensions will be restricted and development restricted in intensity. The LCDC goal on urbanization requires that all incorporated cities in Oregon establish such urban growth boundaries.

**Urban Renewal District:**

The designated area to receive improvements.

**Urban Reserves:**

Land set aside outside the present Urban Growth Boundary for future growth.

**Urban Services Boundary:**

The service area established and maintained by the City of Portland, in cooperation with neighboring jurisdictions, within which the City can meet the service needs most effectively and at the lowest cost.

**Urban Services:**

Facilities and services provided by the City of Portland within its boundaries. These include streets and other public ways; sanitary and stormwater sewers; police and fire protection; parks and recreation; water supply; and planning, zoning, buildings and subdivision control.

**Village Squares:**

These are Neighborhood Focal Points which are accessible by foot from one or more neighborhoods. Housing, shops and offices surround this open public plaza area. *See Appendices 3 and 4 for more information.*

**Wetlands:**

An area that is inundated or saturated by surface or ground water at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs and similar areas.

## Appendix 2: Previous Publications

Since the Outer Southeast Community Plan process began in January, 1992, the following documents have been prepared. Some documents are out of print.

City of Portland, Bureau of Planning:

Approved Outer Southeast Community Plan Process, August 11, 1992

Background Report, March, 1993

Entering Outer S.E. Portland, a tabloid sent to 70,000 homes and businesses, January, 1994

Alternatives Discussion Draft, February, 1994.

Includes the following Issue Papers:

- Benefits of Density
- Design Review
- Mixed commercial/Residential Zoning
- Public Services
- Proposed Urban Conservation Overlay Zone
- Environmental Zoning and Upland Water Quality
- Future Land Division and Right-of-Way Access

Draft Technical Papers, May, 1994 (unpublished):

- Summary of Issues: Information and Analysis from the Panel Discussions
- Open Space and Environment Issues
- Transportation Information and Issues
- Business Revitalization and Employment Issues
- Housing Issues
- Regional Context

Proposed Outer Southeast Community Plan, February 1995

Includes the following Issue Papers:

- Benefits of Density

Proposed Centennial, Foster-Powell, Hazelwood, Lents, Mill Park, Montavilla, Mt. Scott-Arleta, Pleasant Valley, Powellhurst-Gilbert, and South Tabor Neighborhood Plans, February, 1995

Outer Southeast Business Plan, February, 1995

Proposed Environmental Zoning Study and Recommendations, February, 1995

Housing Unit Projections Appendix (to the Proposed OSCP), March 22, 1995

Recommended Outer Southeast Community Plan, October, 1995

Includes the following Issue Papers:

- Benefits of Density
- Affordable Housing

Recommended Centennial, Foster-Powell, Hazelwood, Lents, Mill Park, Montavilla, Mt. Scott-Arleta, Pleasant Valley, Powellhurst-Gilbert, and South Tabor Neighborhood Plans, October, 1995

Recommended Outer Southeast Business Plan, October, 1995

Recommended Housing Unit Projections Appendix November, 1995

Maps:

Current Zoning, May, 1993

Current Land Use, May, 1993

Redevelopment Opportunities, May 1993

Owner-Occupancy Patterns, May 1993

Alternative #1: Dispersion Concept, January, 1994 (Not published)

Alternative #2: Concentration Concept, January, 1994 (Not published)

Tentative Proposed Zoning, September, 1994 (Not published)

Proposed Comprehensive Plan Map, February 1995

Proposed Vision Plan Map, February 1995

Housing Alternatives For Our Neighborhoods, American Institute of Architects, Portland Chapter, and the Portland Planning Bureau, 1994

Blending Housing into Our Neighborhoods, American Institute of Architects, Portland Chapter, and the Portland Planning Bureau, 1994

## Appendix 3: Urban Design Elements

The Urban Design Policy, objectives and actions relate to the look, character, and feel of outer southeast neighborhoods. They affect the identity and character of an area by shaping transportation systems, preserving historic resources, and promoting quality design. Design overlay zones and plan districts contain standards and guidelines intended to achieve these urban design objectives. The Beautification Policy of the Transportation Element affects the appearance of the right-of-way.

The Outer Southeast Community embraces several diverse settings. The Urban Design Policy recognizes the unique identity of each setting by dividing the community into subareas (see Vision Plan Map). Land use, street layout, transit corridors, geographic features, and business districts are a few of the characteristics which form the basis of the subareas. Design objectives and actions, each unique to an area, are found in the applicable subarea policy.

In a broader sense, three urban design elements establish community identity for the Outer Southeast Community. These elements are:

1. Places (centers, attractions, focal points, and districts)
2. Paths (main streets, transit corridors, and bike and pedestrian routes)
3. Edges and Gateways.

All of these elements already exist in such places as Montavilla, Kelly Butte, Springwater Corridor, and Johnson Creek. A primary goal of the Urban Design Policy is to enhance and protect them.

A further goal of the policy is to create other distinctive areas through the use of urban design elements. These areas include Gateway Regional Center, Lents Town Center, village squares, and main streets.

Fundamental design elements are described below along with the other elements derived from them. See the Vision Plan Map and Appendix 4, the Vision Plan Elements, for additional proposed design features.

## **Places**

Places include centers, attractions, focal points, and pedestrian districts.

The Outer Southeast Plan proposes the Gateway-to-Portland Adventist Medical Center area as a major center with intense development. As such, it will provide a focus and sense of identity for the entire community. Metro's Region 2040 Plan proposes Gateway as a **Regional Center** and Lents as a **Town Center**. Smaller than regional centers, town centers are areas of mixed residential and commercial use serving tens of thousands of people. Another Region 2040 Plan element which has been incorporated into the Outer Southeast Community Plan is **Station Communities**. These centers are proposed at MAX light-rail stations. They feature a high-quality pedestrian environment and include an area approximately one-half mile from the transit stop. Higher densities are proposed within this area.

**Attractions** are parks, community centers, libraries, schools, churches, and cemeteries. Existing outer southeast neighborhood attractions include Mt. Scott Community Center, Midland Library, Marshall High School, Willamette National Cemetery, and Leach Botanical Garden. These are shown as major and minor attractions on the Vision Plan Map.

**Focal Points** include village squares, fountains, and plazas. This is where people gather for meetings, social activities, flea markets, carnivals, and other events. Typically, such plazas or parks are enclosed by buildings or arcades. The most successful focal points contain sculptures and fountains. Some shopping malls become village squares when they are used for community events. Eastport Plaza, Mall 205, and Gateway hold annual carnivals and open air markets. Village squares are shown as focal points on the Vision Plan Map.

**Pedestrian Districts** are areas of either heavy foot traffic or where such activity is desired or anticipated. Such districts contain street space for pedestrian activities, transit stops, and parking facilities. Lents is already designated by the Transportation Element as a Pedestrian District. The Gateway Regional Center, Mall 205, Montavilla, and the MAX transit station area at 122nd and Burnside intersection are proposed as new pedestrian districts in the Vision Plan Map. Although no Historic Districts are proposed for outer southeast, the policy calls for identification and protection of historic resources.

## **Paths**

Paths connect centers, attractions, focal points, and districts with main streets, transit corridors and streets, bikeways, pedestrian routes, and recreational trails. The Springwater Corridor is a natural connector which winds through the southern part of the outer southeast community. Encouraging a street grid with sidewalks makes pedestrian movement easier.

The "**Main Street**" concept is derived from Metro's Region 2040 Plan. The Outer Southeast Community Plan envisions two types of main streets; traditional and contemporary models. Both are special types of streets with wide sidewalks lined by storefronts and frequent transit. Street trees, awnings, sidewalk cafes, and on-street parking are desired features. The **Traditional Main Street** are commercial districts developed during the streetcar-era. Some buildings have retail is on the street level with residential above they are close together and often share a common theme. This vision is appropriate for Foster Road, Glisan Street, and Woodstock Blvd. The **Contemporary Main Street** is proposed for 82nd and 122nd Avenues, and Division and Stark Streets. Here the primary focus is transit ridership, as well as pedestrian comfort and safety. The nature of these streets is different than the Traditional model. Currently, buildings are spaced farther apart with large parking lots separating the sidewalk from building entrances. Four to five lanes of vehicular traffic moving at higher speeds is common to these main streets. The design goal for Contemporary Main Streets is to move buildings closer to the street with entrances opening directly onto the sidewalk while still providing convenient parking.

**Transit Corridors and Streets** serve an area extending one quarter-mile from the street. The Outer Southeast Community Plan proposes denser development within this area. Transit streets include both Major and Minor Transit Streets as identified in the Transportation Element of the Comprehensive Plan. Design objectives stress breaking up large blocks with streets and sidewalks.

## **Recreation Trails, Bikeways and Pedestrianways**

Recreation trails are intended to increase recreational opportunities while connecting major attractions and centers. Design objectives which enhance safety and attractiveness for bikeways and pedestrianways include: street trees between the sidewalk and street, benches, crosswalks with signals, and sidewalk widening. These designations are in the Transportation Element of Portland's Comprehensive Plan.

## **Gateways and Edges.**

Gateways and edges define perimeters and mark transitions from one area to another with different physical characteristics.

**Gateways** may be entrances to the city or a neighborhood. Transition points may be marked by special signs, street lighting, building forms, landscaping, arches, or works of art. The Vision Plan Map shows places where gateways are proposed or presently exist.

**Edges** are physical features which mark the boundary of a district or neighborhood. Edges are formed by abrupt changes in topography, street pattern or development pattern. Edges may be boulevards, parks or parkways, creeks or lakes, or hillsides. Some edges in outer southeast are the Springwater Corridor, Johnson Creek, Mount Scott, Kelly Butte and the I-205 freeway. These edges contribute a sense of place to your neighborhood. However, boundaries of highways and waterways can also form barriers. Though edges are important in defining the outer limits of a community, they cannot be allowed to fragment the community itself by blocking free movement within the community.



## Appendix 4: Vision Plan Elements

The Vision Plan Map graphically illustrates the themes of the Outer Southeast Community Plan. It provides a framework for Comprehensive Plan policy and zoning decisions and is intended to be a blueprint for growth. The Vision Plan Map incorporates many of the urban design features of Metro's Region 2040 Plan.

The **Gateway Regional Center** spans the area from the Gateway shopping center to Portland Adventist Medical Center. The plan envisions a large retail, residential, and employment center serving hundreds of thousands of people to be served by high capacity transit service.

The **Lents Town Center**, a diverse area of housing, jobs, shopping, and play with mixed residential and commercial uses serving tens of thousands of people, would be located of the I-205/Foster Road interchange. The proposed **Mixed-Use Employment Center** on the east side of the freeway, is combined with the Town Center in the adopted plan to create the Lents Town Center Subarea.

**Main Streets** are pedestrian-friendly streets lined with businesses and residences. The Vision Plan identifies two types of Main Streets: Traditional and Contemporary models. Both are special kinds of streets with ample sidewalks lined by storefronts and frequent transit. Street trees, awnings, sidewalk cafes and on-street parking are attractive features which can enhance Main Streets.

**Traditional Main Streets** are commercial districts built in the streetcar-era where retail is on the street level, often with residential development above. Buildings are close together and often share a common design theme. The Vision Plan Map foresees Foster Road, Glisan Street, and Woodstock Boulevard transitioning into traditional main streets.

**Contemporary Main Streets** focus on transit ridership, pedestrian comfort and safety. These streets are different from the traditional model because:

- Buildings are spaced further apart with parking lots which may separate the sidewalk from some building entrances.
- Four to five lanes of vehicular traffic are common to these main streets.

The design goal for Contemporary Main Streets is to move buildings closer to the street with entrances opening directly onto the sidewalk while still providing convenient parking. The Vision Plan Map foresees that all or parts of 82nd and 122nd Avenues, and Division and Stark Streets will transition into Contemporary Main Streets.

**Transit Corridors** are areas within three and one-half blocks of a frequent bus or light rail route. Pedestrian amenities such as adequate lighting, crosswalks, and tree-lined sidewalks will encourage use of public transit. Higher densities within this corridor will support these amenities as well as the maintenance of frequent transit service. Both residential and retail/office development are concentrated within the corridor. Frequent bus service (every 10 minutes) is planned for **High Frequency Transit Corridors**. These corridors extend out one-quarter mile on either side of the transit street.

The MAX light rail line is identified in the Transportation Element of Portland's Comprehensive Plan as a "Regional Transitway" and as an existing Light Rail Line in Metro's 2040 Plan. the Plan indicates a proposed **Light Rail alignment** connecting the Gateway Regional Center to the Portland International Airport.

The I-205 Corridor from Gateway Center to the Clackamas Town Center is proposed for **High Capacity Transit**. High Capacity Transit could take various forms, including a light rail line or bus lanes in a dedicated right-of-way.

**Station Communities**, a Metro 2040 Plan concept, are areas with high density developments. They are proposed for MAX light rail stations and the area 1/2 mile out from the stations. Featuring a mixture of offices, retail establishments, and a full range of housing types, these communities are to be enhanced with high-quality pedestrian-oriented surroundings.

**Proposed Transit Stations** along the I-205 Corridor were identified in the Transportation Element of Portland's Comprehensive Plan. These stations may serve future light rail transit or other high capacity transit facilities.

**Transit Streets** provide or are intended to provide transit service. They include both Major and Minor Transit Streets identified in the Transportation Element of the Comprehensive Plan, and serve an area 1/4-mile from the street.

**Public Attractions** identify existing facilities which draw patrons and participants. They include parks, recreation centers, schools, shopping centers, cemeteries, and hospitals.

**Major Attractions** draw patrons and participants from throughout the City, region, or state. Outer southeast major attractions include Powell Butte, Leach Botanical Gardens, Portland Adventist Medical Center, Glendoveer Golf Course, Willamette National Memorial Cemetery, Gateway Center, and Mall 205.

**Minor Attractions** draw patrons from an area smaller than the entire City. Examples of outer southeast minor attractions are the Mt. Scott, Montavilla, and Brentwood/Darlington Community Centers; David Douglas, Centennial, Franklin, and Marshall High Schools; and the Midland Library.

**Gateways** are major entrance points with a high degree of visibility and sense of transition. Improvements may include landscaping, public art, gateway structures, special lighting, and signs.

**Major District Gateways** mark entrances to the outer southeast community and, in some cases, the City of Portland.

**Neighborhood Gateways** mark a transition into a neighborhood or other special areas such as pedestrian districts.

Other features of the Vision Plan include focal points, pedestrian districts and village squares. **Focal Points** serve as meeting places or landmarks. Some examples are neighborhood parks, pedestrian districts, and village squares.

**Neighborhood Focal Point and Village Squares** serve as neighborhood meeting places and are points of reference. **Village Squares** are a type of focal point. They are accessible by foot from one or more neighborhoods. Housing, shops, and offices surround a public plaza, which may be a common area with trees and lawn. They are places where people go to meet informally with others, to shop and recreate. Village Squares often include small parks or plazas. A well planned Village Square enhances the pedestrian environment. All focal points provide a good location for public art.

**Recreation Trails** connect recreational sites such as major parks and increase public access to viewpoints and Johnson Creek. Recreational Trail designations are listed in the Transportation Element of Portland's Comprehensive Plan.

**Pedestrian Districts** are neighborhood focal points and commercial districts. Amenities such as benches, wider sidewalks, street trees, plazas, and sidewalk cafes are encouraged.

**Pedestrianways and bikeways** may be linear open spaces such as the Firland Avenue park blocks, the I-205 bike route, or the Springwater Corridor. Trees, benches and crossing signals should be placed to enhance safety and attractiveness.

**Bike Routes and Pedestrian Paths** are routes where future improvements will emphasize enhancements for pedestrians and bicyclists. Improvements which promote safety and attractiveness include: street trees between the sidewalk and street, benches, crosswalks with signals, and sidewalk widening. Pedestrian paths and bikeways shown are those designated by the Transportation Element of Portland's Comprehensive Plan.

**Pedestrian Districts** emphasize ease of movement and use of the right-of-way for pedestrians. These districts are located in areas planned for dense development and a mixture of activities. They provide a center for the neighborhood.

Improvements targeted for pedestrian districts include: sidewalk widening, street trees, curb extensions at crosswalks, and crosswalk markings. Pedestrian districts are included as a part of the Transportation Element of Portland's Comprehensive Plan. Four **pedestrian districts** are included in the Plan: Lents, Montavilla, the Gateway Regional Center, and the area around the 122nd Avenue Light Rail Station at Burnside.

**Open Spaces** are shown on the Vision Plan Map because of the significant role they play in defining an area's character. Park improvements, proposed sites for Open Space Acquisition, proposed Park Blocks, areas deficient of open space, and sites identified and funded for park improvement are shown on the Vision Plan.

**City Parks and Open** are publicly owned or have been committed to open space use. They include parks, golf courses, cemeteries, and plazas and are designated as open spaces by the City's Comprehensive Plan. Use of the property for other activities will require a Comprehensive Plan amendment and zone change.

**Park Improvements** are public park locations where improvements are called for by the Plan. **Proposed Open Space Acquisition areas** are locations where the plan calls for development of additional public open space. Methods other than park development may be used. These methods include partial street closures, incentives for private open space development, and private plaza and open space developments. While the plan calls for creation of open space at these locations, it does not require that development be for open space. These sites are zoned for various uses and nothing in the plan is intended to prevent the owner's use of the property for other uses permitted by the site's zoning and the Comprehensive Plan designation.

The Plan proposes that open space be acquired for a series of **Proposed Park Blocks** extending approximately one mile long. The park blocks connect a focal point in the Gateway Shopping area to another at Mall 205. These end points are envisioned to be celebrated with features such as a sculpture, arch, or fountain.

**Open Space Deficient Areas** are identified as needing additional parks. The Park Bureau is proposing **Park Improvements** on some sites.

**Scenic Viewpoints** are identified and protected by Portland's Scenic Resources Protection Plan. Protection and enhancement of these scenic resources improves the appearance of Portland; creates attractive entrances to the City and subareas within the City; and makes Portland a more pleasant place to live, work, and visit. These scenic viewpoints are part of the City's inventory of significant scenic resources and are reflected in zoning code restrictions adopted to implement the City's Scenic Resources Protection Plan.

**Subareas:** The plan area was divided into the following eight subareas in recognition of the diversity in character within the Outer Southeast Community:

Traditional Urban Neighborhoods, 82nd/I-205 Corridor, Lents Town Center, Gateway Regional Center, MAX LRT Corridor, Suburban Neighborhoods, Mixed Eras Neighborhoods, and Mt. Scott/Johnson Creek. They were divided using such elements as land division patterns and street layout, transit corridors, physical constraints, geographic features, development patterns, proposed transportation corridors, and employment centers.

**Appendix 5: Ordinance and Resolution  
Adopting the Outer Southeast  
Community Plan**

# ORDINANCE No. 169763

Adopt the Outer Southeast Community Plan and ten neighborhood plans, one business plan, and implementing zoning code and map amendments.  
(Ordinance)

The City of Portland ordains:

Section 1. The Council finds:

1. The Portland Comprehensive Plan was adopted on October 6, 1980 by Ordinance No. 150580, acknowledged for compliance with Statewide Planning Goals on May 3, 1981, and updated as a result of periodic review in June 1988, January 1991, March 1991, September 1992, and May 1995.
2. Oregon Revised Statutes (ORS) 197.640 requires cities and counties to review their comprehensive plans and land use regulations periodically and make changes necessary to keep plans and regulations up-to-date and in compliance with Statewide Planning Goals and State laws. Portland is also required to coordinate its review and update of the Comprehensive Plan and land use regulations with State plans and programs.
3. Portland Comprehensive Plan Goal 10 (Plan Review and Administration), states that the Comprehensive Plan will undergo periodic review to assure that it remains an up-to-date and workable framework for land use development.
4. Portland Comprehensive Plan Policy 10.2 (Comprehensive Plan Map Review) implements a community and neighborhood planning process for the review and update of the Portland Comprehensive Plan Map.
5. Portland Comprehensive Plan Policy 3.6 (Neighborhood Plan) encourages the creation of neighborhood plans to address issues and opportunities on 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 Outer Southeast Community Neighborhood and Business Plan's vision statement, policies, objectives, and implementation measures will serve as a component of the City's Comprehensive Plan.

6. As part of its budgeting process for FY 1992/93, the City Council directed the Bureau of Planning to facilitate the development of major planning efforts for Outer Southeast Portland and prepare such projects for City Council consideration. The Bureau of Planning provided staff for the Outer Southeast Community Planning process in FY 1992/93, FY 1993/94, FY 1994/95 and FY 1995/96.
7. Throughout the process of developing the Outer Southeast Community Plan, the Planning Bureau staffed a Technical Advisory Committee (TAC) composed of representatives from public service providers, city agencies, and other government agencies. This committee actively participated in the systematic and periodic review of Plan components and drafts. Members of the Community Plan TAC are: METRO, Multnomah County, Portland Office of Transportation, Bureau of Environmental Services, Bureau of Buildings, Fire Bureau, Bureau of Housing and Community Development, Bureau of Parks and Recreation, Portland Police Bureau, Portland Development Commission, Bureau of Water, and Office of Neighborhood Associations. These agencies support the adoption of the Recommended Outer Southeast Community Plan. Most of these organizations are also listed as Implementors within the Action Charts for the Outer Southeast Community Plan and accompanying Neighborhood and Business Plans.
8. An Outer Southeast Citizen's Advisory Committee (CAC) was formed to advise the staff on the Plan direction and to represent the interests of residents, businesses, community service providers, property owners, institutions, and community groups.
9. The Outer Southeast Citizen Advisory Committee, Outer Southeast Community Business Coalition, local service providers and institutions, and other interested community members actively participated in the Plan's development throughout the process.
10. The community information used for the formulation of the policies and objectives of the Outer Southeast Community Plan was based on 1960-1990 census information from the U.S. Department of Commerce, Bureau of Census and Population. The Background Report (attached as Exhibit Q) includes information on existing conditions such as demographics, transportation, commercial viability and new development, opportunity sites, housing condition and affordability, infill housing, and urban services.
11. Planning Bureau staff involved outer southeast citizens and community groups throughout the planning process for the Outer Southeast Community Plan.



12. The Outer Southeast Community Plan has exceeded State and local notification requirements, participation requirements and City Benchmark goals. Neighborhood-wide surveys, attendance at and sponsorship of community-wide and neighborhood meetings and workshops, and the Planning Commission and City Council public hearings maximized opportunities for citizen involvement throughout the plan development process and thereby complies with State LCDC Goal Number One.
13. The Planning Commission held a public hearing and approved a revised process for the Outer Southeast Community Plan on August 11, 1992. The Commission approved the process with some modification of the citizen involvement process. A document outlining the proposed process was available to the public prior to the Planning Commission's public hearing. The Commission adopted a proposal to establish steering committees in each neighborhood to provide advice to the Planning Bureau about the Community, Business, and Neighborhood Plan and implementing measures.
14. The Approved Outer Southeast Community Plan Process document containing the adopted plan area boundary, scope, and objectives of the plan and work program, including citizen involvement, was published and made available in August 1992. The Outer Southeast Community Plan process is consistent with the City Council-approved Community and Neighborhood Planning benchmarks adopted by Council May 11, 1994 (Ordinance No. 167650).
15. An Outer Southeast Community Plan mailing list was compiled for use in notification of meetings, workshops, and hearings related to the plans and implementing measures. The list included all outer southeast neighborhood and business associations, the names and addresses of those attending meetings or workshops, and the names and addresses of individuals who contacted the Planning Bureau asking to be added to the list. The mailing list had 2,088 names as of November 1995.
16. Flyers announcing the initial round of eleven public workshops were mailed to interested persons, hand-delivered by neighborhood associations to local residents and businesses, and left at libraries and coalition offices.
17. Planning Bureau staff, in conjunction with outer southeast neighborhood associations held eleven public workshops to determine the beliefs of those living and doing business in outer southeast regarding the area's assets, problems, and opportunities.

This was a step in the information-gathering phase of the planning process. Flyers announcing the workshops were mailed to individuals on a compiled mailing list, hand-delivered by neighborhood associations to local residents and businesses, and left at libraries.

18. Ten neighborhoods, excluding Brentwood-Darlington, were given the option of drafting neighborhood plans in conjunction with the Outer Southeast Community Plan. Brentwood-Darlington's Neighborhood Plan was adopted by Council by Ordinance No. 165071 in January of 1992. Nine neighborhood steering committees drafted neighborhood plans in the spring of 1993. The remaining neighborhood, Centennial Community Association, formed a neighborhood steering committee and drafted a plan in 1994. Vision Statements, policies, and objectives in these neighborhood plans will be adopted as part of the Outer Southeast Community Plan and incorporated into the Portland Comprehensive Plan.
19. A Background Document attached as Exhibit Q contains census information and issue papers relating to the outer southeast community plan area and was published in March of 1993. It was accompanied by a Land Use and Current Zoning Map and another map depicting Redevelopment Opportunities and percentage of Owner-Occupancy.
20. To foster citizen participation in recently annexed areas, a letter including an informational packet was sent to all property owners in the outer southeast community plan area who were in the Annexation Project area in July 1994. This letter contained a map of the Outer Southeast Community Plan area and encouraged participation in the planning process.
21. Planning Bureau staff held two district-wide workshops, September 15 and 18, 1993, to obtain public comment on two preliminary land-use alternatives for the outer southeast. These workshops were advertised in The Oregonian and a notice was disseminated via the Outer Southeast Community Plan mailing list.
22. A color brochure containing two alternative land use concept maps, a questionnaire, information on how to participate in the planning process and a list of hearings and neighborhood workshops was mailed in January of 1994 to every mailing address in the Plan area, over 68,000 addresses, which included renters, property owners, businesses and institutions. Over 1,300 people filled out the questionnaire and returned it to the Planning Bureau. This was a 2%

response rate. In addition to workshop results, this information was used by staff in evaluating the two alternatives.

23. An Alternatives Discussion Draft presenting policies, objectives, implementation actions, and an explanation of the alternative concepts featured in the tabloid was published in February 1994. It was made available to the public at the Planning Bureau, Southeast Uplift, and East Portland District Coalition offices.
24. Planning Bureau staff held an informational meeting on the Alternatives Discussion Draft report and the Alternative Land Use Concepts presented in the tabloid on February 22, 1994. The Planning Commission conducted two public hearings, March 1 and 8, 1994, on these alternatives concepts. The dates, times, and places of the meetings were noted in the tabloid which was mailed to over 68,000 households and businesses in the Plan area. Concurrently, eight neighborhood workshops were also held in March and April of 1994.
25. A proposed Comprehensive Plan Map and Vision Plan Map were prepared in August of 1994, along with a Workshop Booklet which contained proposed policies, objectives, and code amendments. The Workshop Booklet was made available to the public before the workshops sponsored by the Planning Bureau. The Planning Bureau held four six-hour workshops on successive Saturdays beginning September 10, 1994, at different locations in the plan district. The purpose of the workshops was to explain and receive comments from community residents and business owners on the Plan Maps, policies, objectives, and code amendments.
26. Planning Bureau staff published the Proposed Outer Southeast Community Plan in February 1995. It included a Comprehensive Plan Map, Vision Plan Map, Community-wide policies, objectives and implementation actions, Subarea policies, objectives, and implementation actions, Ten neighborhood plans (Centennial, Foster-Powell, Hazelwood, Lents, Mt. Scott-Arleta, Mill Park, Montavilla, Pleasant Valley, Powellhurst-Gilbert, and South Tabor), an Outer Southeast Business Plan, Title 33 amendments to the Johnson Creek and Gateway Plan Districts, an Environmental Zoning Study and Recommendation, and a Housing Unit Projection Report.
27. The Outer Southeast Community Plan includes action charts and a Vision Plan Map which are adopted by resolution. The action charts represent a commitment from public, private, and non-profit groups to help the neighborhood implement the policies and objectives of the Outer Southeast Community Plan. Each listed implementor has

agreed to the assigned action item by verbal consent or by submitting a letter of support.

28. Each of the proposed neighborhood plans were approved by their respective neighborhood associations and made available to the public in February along with the Community Plan. They were available to the public at the Planning Bureau and the Southeast Uplift and East Portland District Coalition along with the Proposed Outer Southeast Community Plan.
29. The Planning Commission conducted two public hearings on the proposed plans, maps and implementing measures. These hearings were held at Portland Adventist Medical Center Auditorium on March 14 and 28, 1995, in the evening so that as many citizens as possible could attend. The Medical Center is a centrally-located meeting place in the outer southeast plan area. Each individual on the Outer Southeast Community Plan mailing list was notified of these hearings. About 80 people testified at these hearings; at least an equal number attended the hearings but did not testify.
30. Over 320 amendments to the plan and map were requested. An Amendments Document with the Planning Commission's tentative actions was published in two volumes in June 1995 and made available to the public. One volume contained amendment requests that were either tentatively approved or revised by the Commission. The other contained amendment requests that had been tentatively dropped. Owners of property proposed to be down-zoned were notified in May, 1995, of this tentative action and informed of their opportunity to respond in writing or at the upcoming public hearing on June 20, 1995. At that hearing, the Planning Commission took public testimony on its tentative decisions on the amendments. The Planning Commission took final action on the amendments at their public meetings on July 11 and August 8, 1995. They recommended that the Council adopt the Proposed Outer Southeast Community Plan and accompanying neighborhood and business plans and implementation measures as amended by the Planning Commission on July 11 and August 8, 1995 as part of the City's Comprehensive Plan, Zoning Map, and Zoning Code.
31. The recommendation of the Planning Commission for adoption of the Outer Southeast Community Plan and accompanying Neighborhood, and Business Plans and implementation measures is in conformance with Portland's Comprehensive Plan and with the Statewide Planning Goals as more fully set forth in the Report and Recommendation of the Planning Commission. The findings for the Outer Southeast Community Plan are contained in Exhibit M which

is attached hereto and incorporated by reference as part of this Ordinance.

32. Portland City Council held two hearings, November 8 and 15, 1995, to consider the Planning Commission's Recommended Outer Southeast Community Plan, Neighborhood Plans, Business Plan, Comprehensive Plan Map, Zoning Maps, and implementing measures. The first hearing was at Portland Adventist Medical Center and the second hearing was held in City Council Chambers in the afternoon. Notification was sent to all those on the Outer Southeast Community mailing list.
33. The recommendation of the Planning Commission to adopt the Outer Southeast Community, Neighborhood, and Business Plans and implementation measures is in conformance with Portland's Comprehensive Plan and with the Statewide Planning Goals as more fully set forth in the Report and Recommendation of the Planning Commission. The findings for the Outer Southeast Community Plan are contained in Exhibit M which is attached hereto and incorporated by reference as part of this Ordinance.
34. The Notice of Proposed Action and three copies of the recommended Outer Southeast Community, Neighborhood and Business Plans, and implementation measures were mailed to the Oregon Department of Land Conservation and Development on September 22, 1995, as required by ORS 197.610.
35. City Council held a public hearing on the amendment requests to the recommended plan and map on December 20, 1995. An amendments document was made available to the public at and before the hearing. The City Council took final action on the amendment requests on January 11, 1996 thereby amending the Recommended Outer Southeast Community Plan, Comprehensive Plan and Vision Plan Maps, and the implementing measures.
36. The Addendum to Johnson Creek Basin Protection Plan (ESEE) is contained in Exhibit N which is attached hereto and incorporated by reference as findings which are part of this Ordinance. This analysis refers to sites which were annexed into the City of Portland on July 1, 1994. The sites are adjacent to existing environmentally-zoned properties in the City. The Johnson Creek Basin Protection Plan (ESEE) was adopted by City Council in 1991 (Ordinance No. 164472).
37. The Albina Design Guidelines attached hereto as Exhibit R and Supplemental Compatibility Standards (33.295) attached hereto as Exhibit S and adopted by City Council as part of the Albina

Community Plan in 1993 (Ordinance No. 166786) are incorporated by reference as part of this Ordinance and will be applied to all design zones in the Outer Southeast Community Plan area until such time as the Community Design Guidelines and updated Compatibility Standards are adopted by Council and take effect.

38. The Recommended Outer Southeast Community Plan, is attached as Exhibit A and the following Neighborhood and Business Plans attached as Exhibits B through L. (Centennial; Exhibit B. Foster-Powell; Exhibit C. Hazelwood; Exhibit D. Lents; Exhibit E. Mill Park; Exhibit F. Montavilla; Exhibit G. Mt. Scott-Arleta; Exhibit H. Pleasant Valley; Exhibit I. Powellhurst-Gilbert; Exhibit J. South Tabor; Exhibit K. Outer Southeast Business Plan; Exhibit L). and Outer Southeast Community Plan Findings, Exhibit M.; Addendum to Johnson Creek Basin Protection Plan (ESEE), Exhibit N; Vision Plan Map, Exhibit O; Comprehensive Plan Map, Exhibit P; Background Report, Exhibit Q; Albina Design Guidelines, Exhibit R; Supplemental Compatibility Standards (33.295), Exhibit S; Pedestrian District, Exhibit T; Council Approved Amendments to the Recommended Outer Southeast Community Plan (Exhibit A), Exhibit U and; Amendments to Title 33, Planning and Zoning, a part of the Municipal Code of the City of Portland, Exhibit V. Exhibits A through V are attached hereto and hereby incorporated by reference.
39. The Planning Commission recommended City Council adoption of The Outer Southeast Community Plan with a Plan Vision; six community-wide policies and objectives, and actions for implementation relating to economic development, transportation, housing, open space and environment, urban design, and public safety; eight subarea policies, objectives, and actions for implementation; amendments to comprehensive plan map designations, official zoning maps, and zoning code changes; and ten neighborhood plans and one business plan with policies, objectives, and actions for implementation as part of the Comprehensive Plan.
40. The Planning Commission recommended designation of Foster-Powell, Mt. Scott-Arleta, the northern 2/3 of Lents, and Brentwood-Darlington as "distressed areas" for a limited property tax abatement for new single-family housing construction and rehabilitation.
41. The Outer Southeast Community Plan provides a vision, programs, and regulations to guide the growth and development of an approximately 28 square-mile area of the City of Portland. The Plan has been developed in close cooperation with the 10 neighborhood associations, the outer southeast business coalition, and many civic organizations that take an interest in the area. Citizen involvement

in this planning effort has been guided by the Southeast Uplift (SEUL) and East Portland District Coalition (EPDC). The Plan provides mechanisms for managing the area's growth, fostering new investment, coordinating the delivery of services, and enhancing the area's livability and image in the larger community. It is, therefore, in the public interest for the Outer Southeast Community Plan to be adopted as a part of the City's Comprehensive Plan and implemented through the enactment of the zoning code and map amendments that accompany the Plan.

NOW THEREFORE, The Council directs:

a. Ordinance 150580, City of Portland Comprehensive Plan is amended to incorporate:

1. The Recommendations of the Planning Commission on the Outer Southeast Community Plan and its attached Exhibits A through L as amended by Council in Exhibit U. These include: a vision statement; six community-wide policies and objectives relating to economic development, transportation, housing, open space and environment, urban design, and public safety; eight Subarea policies and objectives; and amendments to the Comprehensive Plan Map.
2. As part of the Comprehensive Plan's vision statement, the Outer Southeast Community Plan Vision Statement, as shown in Exhibit A, pages 35 through 48.
3. A new Policy 2.26, Outer Southeast Community Plan, as shown on page 129 of Exhibit A. Policy 2.26 incorporates the Outer Southeast Community Plan into Portland's Comprehensive Plan.
4. A new Policy 3.10, as shown on page 130 of Exhibit A and as changed and amended by Council, incorporates the Outer Southeast Community Neighborhood and Business Plans into the Comprehensive Plan along with 11 associated objectives, shown on pages 130 and 131 of Exhibit A.
5. The Neighborhood and Business Plans listed below are adopted and supersede previously prepared Community Plans for Hazelwood, Powellhurst, and Centennial. The Hazelwood Community Plan adopted in 1986 (Ordinance No. 159284), Powellhurst Community Plan adopted in 1988 (Ordinance No. 161499), and Centennial Community Plan adopted in 1988 (Ordinance No. 161500), which are hereby repealed.

- A. The Centennial Neighborhood Goal is adopted as part of the vision of the Comprehensive Plan; and the Plan's policies 1 through 6 and the objectives associated with each of these policies, as shown in Exhibit B and as changed or amended by Council.
- B. The Foster-Powell Neighborhood Plan's policies 1 through 7 and the objectives associated with each policy, as shown in Exhibit C and as changed or amended by Council.
- C. The Hazelwood Neighborhood Plan's policies 1 through 7 and the objectives associated with each policy, as shown in Exhibit D and as changed or amended by Council.
- D. The Lents Neighborhood Plan's Vision Statement and policies 1 through 8 and the objectives associated with each policy, as shown in Exhibit E and as changed or amended by Council.
- E. The Mill Park Neighborhood Plan's Vision Statement and policies 1 through 5 and the objectives associated with each policy, as shown in Exhibit F and as changed or amended by Council.
- F. The Montavilla Neighborhood Plan's "Montavilla in 2015: A Vision Statement" and policies 1 through 6 and the objectives associated with each policy, as shown in Exhibit G and as changed or amended by Council.
- G. The Mt. Scott-Arleta Neighborhood Plan's "A Vision for Mt. Scott-Arleta's Future" and policies 1 through 6 and the objectives associated with each policy, as shown in Exhibit H and as changed or amended by Council.
- H. The Pleasant Valley Neighborhood Plan's "A Vision for the Pleasant Valley Neighborhood" and policies 1 through 7 and the objectives associated with each policy, as shown in Exhibit I and as changed or amended by Council.
- I. The Powellhurst-Gilbert Neighborhood Plan's Goals A through O and policies 1 through 6 and the objectives associated with each policy, as shown in Exhibit J and as changed or amended by Council.
- J. The South Tabor Neighborhood Plan's policies 1 through 7 and the objectives associated with each policy, as shown in Exhibit K and as changed or amended by Council.



- K. The Outer Southeast Business Plan's "Vision for Outer Southeast Businesses" and policies 1 through 4 and the objectives associated with each policy, as shown in Exhibit K and as changed or amended by Council.
- 5. The Addendum to Johnson Creek Basin Protection Plan (ESEE) is attached hereto as Exhibit N and incorporated by reference as findings which are part of this Ordinance.
- 6. The Outer Southeast Community Plan Findings is attached hereto as Exhibit M and incorporated by reference as findings which are part of this Ordinance.
- b. The Official Zoning Maps of the City of Portland are hereby amended to reflect the zoning and Comprehensive Plan Designations shown in Exhibit A (attached to this Ordinance) and all changes and amendments approved by the Council in Exhibit U. The amended maps are presented in a Section of the Exhibit following page 189 and titled "The Zoning Maps." The zoning section and quarter-section maps included in Exhibit A are incorporated into this Ordinance by this reference. These maps are also modified to maintain unchanged the City's approval of LUR 95-00431 ZC.
- c. Title 33, Planning and Zoning, and Title 34, Subdivision and Partition Regulations, two parts of the Municipal Code of the City of Portland, are hereby amended to incorporate all changes and amendments approved by the Council in Exhibits U and V. These include amendments to the Gateway and Johnson Creek Basin. The explanatory commentary presented in italic text within Exhibit V is hereby incorporated as a finding in this Ordinance.
- d. The Transportation Element of Portland's Comprehensive Plan adopted by City Council in 1992 (Ordinance No. 165851) and as later amended is amended to reconfigure the Pedestrian District boundary at Lents and add new Pedestrian Districts at Montavilla, Gateway Regional Center, and Ventura Park, as shown on the Pedestrian District Maps, attached hereto and incorporated by reference as Exhibit T.
- e. The Outer Southeast Community Plan Findings Report, attached hereto as Exhibit M, is hereby adopted and incorporated by a reference as findings which are a part of this ordinance. This incorporation includes Exhibit N, ESEE, and those other documents listed in the Findings Report that provide the factual basis, analysis and conclusions supporting many of the findings included in the Findings Report.
- f. The Albina Design Guidelines is attached hereto as Exhibit R and Supplemental Compatibility Standards (33.295) is attached hereto as Exhibit S have been previously adopted by City Council as part of the Albina

Community Plan in 1993 by Ordinance No. 166786 are incorporated by reference as part of this Ordinance and will be applied to all design zones in the Outer Southeast Community Plan area until such time as the Community Design Guidelines and updated Compatibility Standards are adopted by Council and take full force and effect.

- g. The Planning Commission's designation of Foster-Powell, Mt. Scott-Arleta, the northern 2/3 of Lents as "distressed areas" for a limited property tax abatement for new single-family housing construction and rehabilitation is hereby adopted.
- h. The Outer Southeast Community Plan Action Charts and the Action Charts included in the Neighborhood and Business Plans adopted by this ordinance are adopted separately by resolution. The Action Charts are not adopted by this ordinance.
- i. The Outer Southeast Community Plan Vision Plan Map is adopted separately by resolution and is not adopted by this ordinance.
- j. On January 11, 1996 the Council considered Amendment Requests and determined that it would defer action on proposed zoning for the areas shown on Amendment Requests 24 and 51 until March 20, 1996. A hearing to consider Amendment Requests 24 and 51 will be held on March 20, 1996. Zoning for the sites shown in Amendment Requests 24 and 51 is not amended by this ordinance but will be adopted by a separate ordinance following the hearing on March 20, 1996.
- k. The City Council authorizes and directs the Bureau of Planning to make corrections to the Outer Southeast Community Plan and accompanying Neighborhood and Business Plan in order to correct typographical errors and to ensure parallel construction.
- l. To allow adequate time to prepare and distribute plans, zoning code replacement pages, and to update the City's Official Zoning Map, this Ordinance will take full force and effect at 12:01 AM on March 25, 1996.

Passed by the Council,

Commissioner Hales  
Gerald D Brock, Ph.D., AIA, AICP  
January 24, 1996

Auditor of the City of Portland  
By

Deputy

## RESOLUTION No. 35491

Adopt the Vision Plan Map and Action Charts for the Outer Southeast Community Plan and Neighborhood and Business Plans developed with and as part of the Outer Southeast Community Plan. (Resolution).

WHEREAS, the Comprehensive Plan Map of the Outer Southeast Community Plan is a part of the Comprehensive Plan, the Vision Plan Map is not part of the Comprehensive Plan.

WHEREAS, the Vision Plan Map is attached as Exhibit O and is intended as an illustrative diagram to show how the various themes of the Outer Southeast Community relate to each other. Plan features and elements support policies and objectives and are referred to in the Action Charts (Exhibit A). While realization of the Outer southeast community Plan would be enhanced through development of these features and elements, there may be other ways than those proposed to achieve the desired ends.

WHEREAS, the policy elements of the Outer Southeast Community Plan are adopted by ordinance as a part of the Comprehensive Plan, the Action Charts are not part of the Comprehensive Plan.

WHEREAS, the Outer Southeast Community Plan, is attached as Exhibit A and the following Neighborhood and Business Plans are attached as Exhibits B through L. (Exhibit B. Centennial; Exhibit C. Foster-Powell; Exhibit D. Hazelwood; Exhibit E. Lents; Exhibit F. Mill Park; Exhibit G. Montavilla; Exhibit H. Mt. Scott-Arleta; Exhibit I. Pleasant Valley; Exhibit J. Powellhurst-Gilbert; Exhibit K. South Tabor; Exhibit L. Outer Southeast Business Plan).

WHEREAS, the Action Charts consist of lists of ideas for capital projects and ongoing programs.

WHEREAS, the Action Charts describe the proposed projects, programs and regulatory actions. They identify an appropriate time frame for implementation and identify public, non-profit and private agencies and partnerships to lead or oversee the implementation of the item.

WHEREAS, the Action Charts also suggest changes in the City's land use regulations and zoning map. These changes in the City's land use regulations are adopted separately by ordinance.

WHEREAS, the City Council has adopted the Recommended Outer Southeast Community Plan vision, policies, and objectives, as amended by Council in Exhibit U, as part of the City of Portland Comprehensive Plan.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City Council of the City

of Portland adopt the Vision Plan Map (Exhibit O) and the Action Charts of the Recommended Outer Southeast Community Plan, Neighborhood and Business Plan, as amended by Council (as shown in Exhibits A through L), and that:

- a. The Vision Plan Map (Exhibit O) is adopted by Council as an illustrative diagram to show how the various themes of the Outer Southeast Community relate to each other.
- b. The implementation actions associated with the Recommended Outer Southeast Community Plan Action Charts are approved by Council as a starting place for the revitalization of the Outer Southeast Community.
- c. Proposals for projects and programs approved by this resolution are understood to be a starting place. All actions have an identified implementor. They will be adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.
- d. The City Council authorizes the City agencies identified on the action charts as Implementors, to engage in activities aimed at implementing the projects and programs called for on the Outer Southeast Community, Neighborhood, and Business Plan action charts.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon that the City Council authorizes and directs the Bureau of Planning to make corrections to the action charts of the Outer Southeast Community Plan, Neighborhood and Business Plans in order to correct typographical errors and to ensure parallel construction.

Adopted by the Council,  
Commissioner Charlie Hales  
Gerald D. Brock, Ph.D., AIA, AICP: gdb

BARBARA CLARK  
Auditor of the City of Portland  
By

Deputy