

HOSFORD-ABERNETHY NEIGHBORHOOD ACTION PLAN

ADOPTED BY CITY COUNCIL
FEBRUARY 10, 1988
ORDINANCE NUMBER 160471



HOSFORD-ABERNETHY
NEIGHBORHOOD
DEVELOPMENT ASSOCIATION



BUREAU OF PLANNING
CITY OF PORTLAND, OREGON
FEBRUARY 1988

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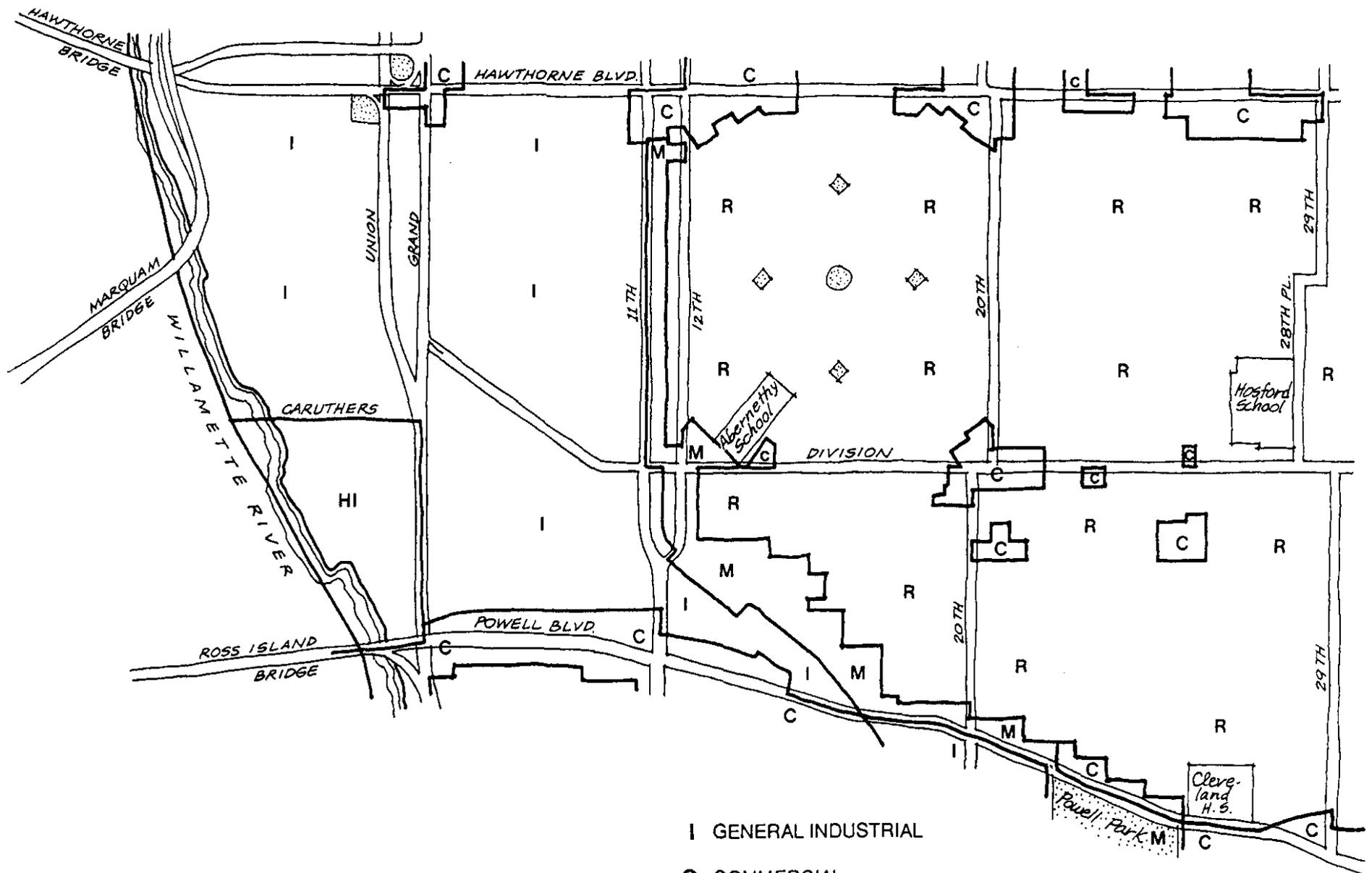
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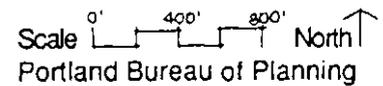
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Generalized Zoning HOSFORD/ABERNETHY

- I GENERAL INDUSTRIAL
- C COMMERCIAL
- R RESIDENTIAL
- M LIGHT MANUFACTURING
- HI HEAVY INDUSTRIAL



The Hosford-Abernethy Neighborhood Action Plan:

A VISION FOR THE NEIGHBORHOOD

"A neighborhood is everything: homes, schools, stores, offices, jobs, churches, parks, and the river."

Many people choose to live in Hosford-Abernethy (HAND) because of its proximity to jobs and services. Walking, bicycling and public transit are important components of inner-city living.

The Hosford-Abernethy neighborhood is one of the oldest southeast neighborhoods. It was built in an era when people were just learning to live together. When you look at the physical characteristics of the neighborhood -- the architecture of front porch society, street-car neighborhoods, closely spaced houses, trees, landscaping and garden, these all lend the ability and necessity for getting to know your neighbor. The area was settled by families, many of Greek, Asian, or Italian backgrounds, which already had a strong sense of family and generational heritage. The attractive surroundings and the close-knit family life helped shape HAND into a fine place to raise a family and to create a neighborhood.

Some of the strong ethnic culture and closeness has diminished but the neighborhood is still a great place to raise kids. The suburbs have proved disappointing to many and the move back to inner-city neighborhoods is growing. HAND has opportunities for all income groups. The values of good "neighborship" are being rediscovered and rekindled. Knowing your neighbors and respecting them is the tool being used to create a renewed sense of community.

The image of the business district has a direct impact on the image of surrounding residential properties. Neighborhood residents want to get to know the people with whom they regularly do business. The neighborhood seeks to promote those personal connections between residents and businesses. The diversity of the neighborhood helps to support the commercial businesses which provide goods and services to neighborhood residents. In addition, businesses that provide jobs and regional services are important contributors to the neighborhood. Mutual respect between residents and businesses comes from communication which includes the understanding of the operational needs of businesses and the needs of privacy and livability in a residential area.

In order to develop a sense of neighborhood pride and make that sense of pride apparent, the residents and businesses need to encourage sensitive rehabilitation of all neighborhood structures, to inspire the planting of trees and flowers, and to protect existing street trees. This will help promote a quiet, attractive, and well-maintained neighborhood.

These characteristics would foster an environment that would promote neighbors using the outdoor resources of the neighborhood. The vision of residents sitting on front porches, strolling in gardens and along streets, playing in parks, and gathering together without fear for their safety. This vision embodies the concept of good "neighborship".

(The preceding Vision Statement was developed from input gained at the June, 1987 Hosford-Abernethy Neighborhood Development (HAND) General Membership meeting. After breaking into small groups to discuss personal impressions of "what a vital neighborhood means to me," the small groups shared their visions with the whole of forty individuals. The Steering Committee then fleshed out each phrase into paragraph form in order to capture the consensus of the neighborhood in one statement.)

A SHORT HISTORY OF THE NEIGHBORHOOD

The area known as Hosford-Abernethy was first settled in the mid-1800s, and much of its history can be seen in present uses of the land.

James B. Stephens, one of the neighborhood's first residents, incorporated the small river town of East Portland in 1870. Stephens' large two-story house, built in 1860 along the Willamette River, was later moved to SE 12th, where it still stands as the oldest house in southeast Portland.

The Oregon Central Railroad was constructed in 1868 along the waterfront area, and this led to flour and lumber mills, foundries and shipping facilities springing up along its tracks. This laid the foundation for the present Central Eastside Industrial District (CEID).

In the 1870s, East Portland was urbanized only along the waterfront, with farms and orchards extending to the east. Much of the area west of Grand Avenue was marshy and the wooden streets set on pilings were victim to disastrous fires.

The first links across the Willamette River were ferries, but it wasn't until bridges were built across the river that East Portland began to grow. With the Morrison Bridge in the late 1880s and the Madison Street Bridge in 1891, East Portland became a place to have a home. The growing network of street car lines along Hawthorne, Clinton, Grand, and Powell helped forge these streets into commercial strips and started the seeds of neighborhoods in East Portland.

The year 1891 was pivotal for East Portland, when eastside and westside Portland consolidated into a single city. Also in 1891, William Ladd platted Ladd's Addition, creating a unique subdivision with its radial street pattern. In the early 1900s, it offered the latest amenities of the period, such as sidewalks, paved streets and electricity. Ladd's Addition, with its fine homes

and venerable street trees, is one of Hosford-Abernethy's oldest and most stable residential areas.

Many of the other residential areas have housing stock built before 1940. The ethnic communities of Asians and Italians helped establish close-knit neighborhoods.

In the 1950s, Hosford-Abernethy suffered a loss of people and housing as the post-war generation fled to the suburbs.

Plans to build the Mt. Hood Freeway in the 1960s threatened to tear apart the neighborhood. Partly because of residential opposition, freeway plans were dropped in 1974.

In the 1970s and 1980s, people began revitalizing this inner-city neighborhood. In 1977, Ladd's Addition was designated as an Historic Conservation District. Ladd's Addition Conservation District Advisory Council (LACDAC) has helped residents rehabilitate their homes and has replanted street trees lost through the years.

Also established in the 1970s, the neighborhood association known as Hosford-Abernethy Neighborhood Development (HAND), named after two public schools, has been active in issues of neighborhood livability. The Central Eastside Industrial Council (CEIC), the Hawthorne Boulevard Business Association (HBBA), and the Division Merchants Association have worked to make the neighborhood an attractive place to do business. Building on history, the neighborhood has created a partnership between residents and businesses to make Hosford-Abernethy a vital place to live and work.

The following is a historical vignette which provides a look back at how the neighborhood use to be through the eyes of lifelong residents. It was written by John Wiley, after enjoyable interviews:

The West Clinton Area Today -- Looking Back and Looking Ahead

The Amato Sisters, Mary and Augusta, live today in the house where they grew up on SE 15th near Clinton. As a girl, Mary walked to the old Brooklyn School where Brooklyn Park is now. They remember John Finn, the custodian of Powell Park, who cut the grass with a push mower. Mary remembers the water trough and fountain used by horses and people at the foot of Powell. This was before Ross Island Bridge was opened in December, 1926. Augusta tells about "Bill the Butcher," where they were sent as girls: "Three rib steaks for a quarter and the best link-to-link wieners I ever tasted!"

Their father, Giuseppe Amato who was known as Joe, had a vegetable and fruit business buying from the produce market near Cornos and delivering with a wagon and "Duke, the horse." Joe sold produce to restaurants and stores in the mornings and to homes in the neighborhoods in the afternoons.

Mary remembers the excitement of riding along with her father in the wagon behind "Duke."

They remember a neighborhood of homes and businesses and people who knew each other. They remember fun at the Clinton Theater and Gellers Theater (which became the Alladin) at SE Milwaukie and Powell. There were live stage dramas between movies -- some were serials put on by the "Frazier Players."

After club meetings at St. Phillip Neri Church, they remember going to Nolans Drugstore at 20th and Division. "There were sodas, the best burgers and friendly times! Our parents knew where we were and did not worry about us." Mary and Augusta talk of a lifetime in a neighborhood that "always felt like family."

Today their house is bordered on three sides by evidence of progress which the sisters call "urban decay." Large diesel trucks use their street to enter the parking lots which abut their home on two sides where other houses once stood. They have seen the removal of more than twenty homes. The large trucks are pressure washed with loud compressor-driven equipment on Saturday mornings. Across the street, houses and a lifelong view of the west hills are replaced now by an unattractive industrial building. "Industrial activities are causing excessive noise and pollution" say the Amatos.

Although answers to the conflicts between residential and commercial/industrial uses in the "West Clinton Area" have not yet been identified, the Neighborhood Action Plan recognizes the need to preserve existing housing in Objective 2.7. As the issues continue to evolve, the neighborhood will continue to search for solutions, along with the Amato Sisters.

WHY DEVELOP A NEIGHBORHOOD PLAN?

In the day-to-day life of every neighborhood there are unexpected events that must be acted upon quickly. Often there is no time to call a general meeting of the neighborhood, so the neighborhood board must make decisions. This plan will provide present and future board members with information regarding neighborhood needs and priorities. The HAND Action Plan was originated in an effort to give every resident a voice in the formulation of neighborhood policy and to develop a vision for the direction of the neighborhood.

The HAND neighborhood is a mixture of residential, commercial, and industrial uses. Each of these areas has its own unique requirements. With all these diverse needs and desires, a land use plan is the only way that all interests can be fairly represented, not just for now but for the future. With this document the neighborhood association land use steering committee aimed at fairly and accurately representing all the voices that wanted to be heard and at developing a direction for the neighborhood. This plan will not

only help determine the future and priorities of the neighborhood, but it will provide a directive for anyone wanting to live or invest in the neighborhood.

THE PLANNING PROCESS: Citizen Participation in Proactive Planning

THE FIRST YEAR: Assessing Neighborhood Issues

In July, 1985, the Hosford-Abernethy Neighborhood Association applied to the Oregon Community Foundation for a grant to support its citizen-based planning effort. The grant was awarded in September, 1985, and signaled the start of a two-year planning effort.

A neighborhood coordinator was hired in October, 1985, to conduct outreach efforts and to assist with the planning process. The objective was to ensure extensive participation by residents and businesses in the neighborhood so that the plan would be representative of the consensus of the neighbors, and that the final plan would best reflect the interests of the neighborhood as a whole.

The neighborhood coordinator reported on a monthly basis to the HAND Land-Use Task Force which was comprised of HAND Board members. The Task Force helped to formulate workshop objectives and to conduct outreach.

Three planning workshops were held in 1986 to elicit the concerns of different neighborhood interest groups. On January 8, 1986, the first land-use workshop was conducted for the General Membership at the HAND monthly meeting.

A second workshop was held on March 6th for school, churches, and community service agency representatives. These representatives were contacted personally, drawing from directories and city resource guides.

The final workshop was held on May 12th, for commercial and industrial interests, and absentee landlords. A special mailing was sent to the combined mailing lists of the Hawthorne Boulevard Business Association, the Division and Clinton Street Merchants, the Central Eastside Industrial Council, and to the Planning Department's list of property owners.

To obtain background data and information to support the planning process, the Hosford-Abernethy Neighborhood Association entered into an agreement with a graduate class in Urban Planning at Portland State University to use HAND as a case study. The neighborhood assessment was conducted in spring, 1986. The students developed a report on the history, demographics, land use, and ownership patterns, as well as existing Comprehensive Plan designations and zoning for the neighborhood.

On May 21, 1986, the Portland State students presented their draft plan to the General Membership of the HAND neighborhood. Residents were given an opportunity to ask questions and to comment on the plan. Approximately 50 residents and business people attended the final workshop of the spring.

THE SECOND YEAR: Drafting the Action Plan

In July, 1986 HAND again applied for an Oregon Community Foundation grant to continue its planning efforts. The grant was awarded in September 1986.

A Citizen Steering Committee was recruited by sending letters to HAND's 800-person newsletter mailing list, as well as to the more than 100 people who participated in workshops in 1986.

The Land Use Steering Committee, comprised of 20 HAND residents, both owners and renters, independent businesspeople, representatives of business associations, of school, church, and social service agencies, and absentee landlords, met for the first time on October 15, 1986, and continued to meet at least monthly through June, 1987.

The first task of the Steering Committee was to design a survey questionnaire to elicit concerns, issues, and priorities from neighborhood residents and businesses. Over 2,000 surveys were hand-delivered door-to-door by Cleveland High School students on Saturday, November 22nd. An additional 350 surveys were distributed to parents at Abernethy School. Survey forms were also available, and drop boxes were located at five grocery stores within the neighborhood boundaries.

The HAND Land Use Steering Committee divided into five issue areas based on the high-priority issue identified by the survey, and by workshop participants.

The five issue areas were:

- Recreation and River Access
- Housing
- Transportation
- Social Service and Public Safety
- Commercial and Industrial Businesses

Steering Committee Members formed subcommittees on each issue and recruited additional subcommittee members from the survey respondents. Each subcommittee was responsible for planning a public workshop.

Monthly workshops were conducted from January, 1987 through May, 1987. Each workshop followed a similar format: 1) Resource people were invited to share their expertise on the issue under discussion; 2) After a question and answer period, the workshop participants broke into small groups to outline goals, objectives, and implementing action items related to the issue involved; 3) Each small group session presented their objectives to the general meeting participants who were then given an opportunity to "vote" on their top five priority goals. The subcommittee members convened after the workshop to draft a summary of the goals and objectives that arose from the workshop and presented those goals and objectives to the Steering Committee for comment and revision.

The River Access and Recreation workshop was held on Saturday, January 31st, and included a walking tour of the eastside waterfront. Approximately 35 people attended despite the record breaking rainfall that day. Commissioner Blumenauer was one of the featured speakers.

On February 26th, a workshop was held at Abernethy School to discuss Housing. A third workshop of Transportation and Traffic issues was held on March 11th. Mayor Clark spoke to the approximately 45 people in attendance.

Social Service and Public Safety issues were discussed in a workshop of April 8th, while Commercial and Industrial development were discussed on May 13th.

With the technical assistance of the Bureau of Planning, the Steering Committee revised and finalized the draft of the goals and objectives for each issue area and presented the draft to the neighborhood in a general meeting on June 17, 1987. Approximately 50 people were in attendance, including a large number who had not participated in earlier workshops.

Comments and suggestions from the June meeting were used to further refine the land use plan at a weekend retreat on June 27th-28th, attended by 11 Steering Committee members.

THIRD YEAR: Plan Adoption

The September, 1987 HAND-OUT neighborhood newsletter advised residents that the final draft of the HAND Action Plan would be presented to the general membership for a vote at the September 16, 1987 neighborhood meeting. The plan was adopted unanimously by the general membership.

The neighborhood's goal was to present their final land use plan to the Planning Commission and to the City Council for subsequent adoption of goal, policies, and objectives. Action items will serve as ideas for the neighborhood association's yearly work plan and are not proposed for adoption by City Council.

As part of the Bureau of Planning's commitment to provide support to HAND in developing the Action Plan, Bureau of Planning staff took the HAND Action Plan goal, policies, and objectives to the Planning Commission for their recommendation of adoption to the City Council.

The Planning Commission held a public hearing on the Hosford-Abernethy Neighborhood Action Plan on December 8, 1987. The Commission voted unanimously to adopt the plan goals, policies and objectives and recommend adoption by the City Council. City Council held a public hearing on February 3, 1988, at which time public testimony was heard. City Council adopted the goal, policies, and objectives of the Hosford-Abernethy Plan by ordinance on February 10, 1988.

Notification of the December 8th Planning Commission hearing was mailed to all property owners on November 2, 1987. Notification of the City Council hearing was sent on January 18, 1988, to those who participated in the plan development process, to those testifying at the Planning Commission hearing, and to those who requested notification.

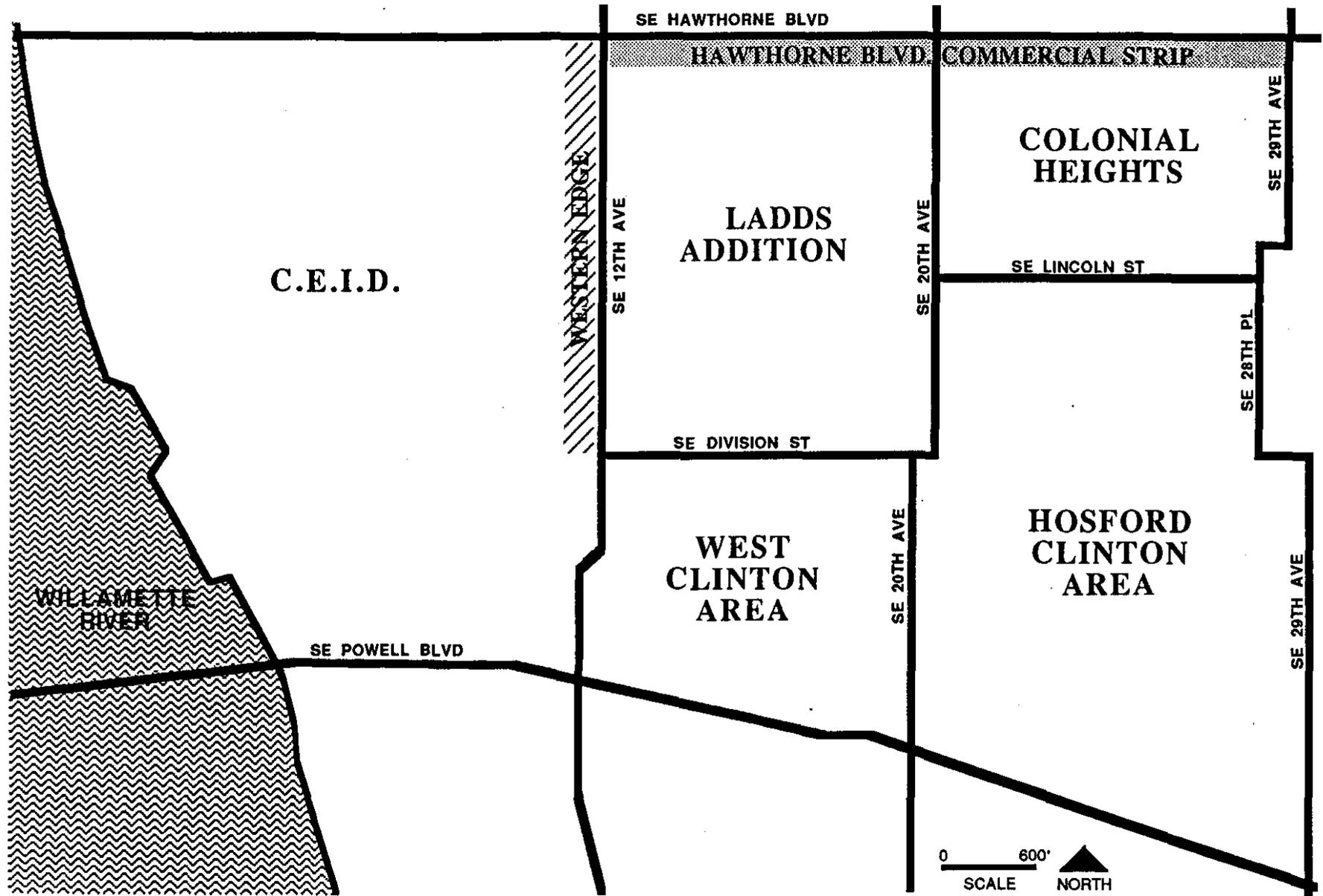
OVERVIEW OF OUTREACH EFFORTS

The Land Use Steering Committee made public outreach a mainstay of the planning process. Over 20 articles regarding the plan and meeting dates were published in the Oregonian over a two-year period. The 2000 neighborhood surveys which were hand delivered throughout the neighborhood also encouraged participation in the process to develop the neighborhood action plan.

The HAND newsletter included updates on the land use plan, as well as invitations for public participation, in each of its newsletters (approximately 10 issued over two years) which were mailed to over 800 people per issue. The Hawthorne Boulevard Business Association, Division Street Merchants, and the Central Eastside Industrial Council publicized the efforts of the HAND Land Use Steering Committee. Prior to each meeting, flyers were distributed door-to-door and posted in high traffic locations announcing meeting times and places.

An occupant mailing was sent by the City's Office of Housing and Community Development in January, 1987, as part of their "Western Edge" and parks projects in HAND. Two property owner mailings by the Bureau of Planning (February, 1987 and November, 1987) will assure adequate notification prior to Council's adoption of the Plan. Again, these mailings advised of committee actions and invited participation.

Complete records of the citizen-based efforts and actions for this planning process are kept on file at the office of Southeast Uplift, 3534 SE Main Street, in Portland. The Bureau of Planning also has records relating to its involvement in providing technical expertise.



HAND NEIGHBORHOOD PLAN SECTORS

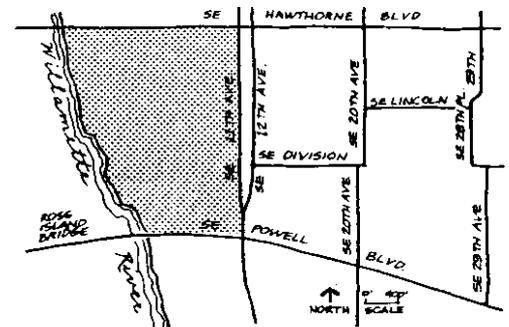
DESCRIPTION OF THE NEIGHBORHOOD: Defining the Unique Sectors

Listing of the Individual Sectors:

1. The Central Eastside Industrial District (CEID)
2. "The Western Edge"
3. Ladd's Addition
4. Hawthorne Boulevard Commercial District
5. Colonial Heights
6. Hosford-Clinton Area
7. West Clinton Area

CENTRAL EASTSIDE INDUSTRIAL DISTRICT (CEID)

The Central Eastside Industrial District (CEID), western gateway to Hosford-Abernethy, is an industrial and distribution center for the city. The area is a regional transportation hub due to its accessibility to the river, the I-5 freeway, rail lines, and major east-west and north-south arterials. The district serves as a business incubator and an important industrial employment base.



The CEID extends beyond the boundaries of HAND--stretching north to the Banfield Freeway. The southern portion of the district, which is within HAND boundaries, is unique due to the higher percentage of true industrial and manufacturing uses (as opposed to the warehousing and distribution focus of much of the rest of the district). The majority of the industries are "clean or nonpolluting industries."

The entire area is zoned industrial sanctuary to the current boundary of 11th Street. There is some residential property in the area, both single and multifamily including the historic Firehouse Row at 7th Avenue and Harrison Streets.

The CEID was recently designated an urban renewal district and as such, businesses and homeowners are eligible for low-interest loans to stimulate development. A portion of the tax-increment financing proceeds will be used for public improvements.

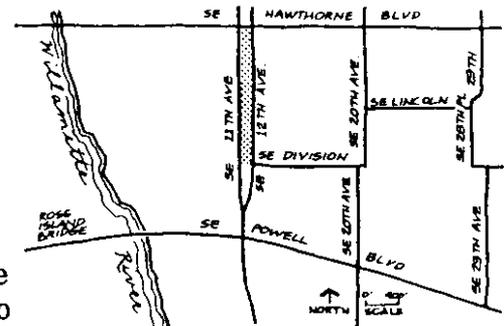
The area lacks trees, bushes, and pedestrian amenities such as street benches. Poor street lighting, coupled with little night-time activity adds to a perception that the area is unsafe after work hours.

Some industrial buildings are designed in a way that complements and enhances the neighborhood. There are parking, loading, and unloading conflicts in some areas.

The CEID is represented by an active business association, the Central Eastside Industrial Council (CEIC). The CEIC and HAND have a working relationship.

THE WESTERN EDGE

The Western Edge is the 11th and 12th Avenue area between Division and Hawthorne and serves as a buffer between the industrial sanctuary to the west and the residential area of Ladd's Addition to the east.



The area is one of established, long-term single family owner-occupied housing plus rental properties with a strong sense of neighborhood cohesion and ethnic diversity.

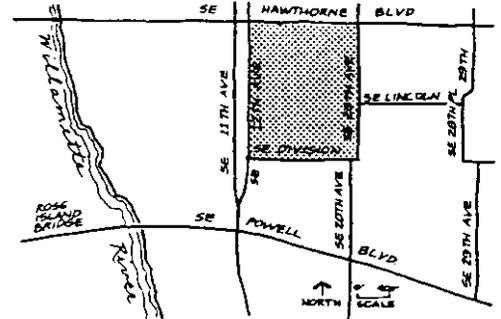
Recent commercial developments have resulted in the loss of housing stock to display-type or showroom warehouse facilities. There are pockets of well-maintained homes, some with historic significance. There are also homes in obvious need of repair and maintenance. Commercialization of the area seems to discourage some residential improvements.

While 12th Avenue is zoned medium density residential, the east side of 11th is zoned mixed use, which results in land use conflicts. Eleventh Avenue has commercial uses, particularly north of Harrison Street and at the intersection of 11th-12th and Division.

Eleventh and 12th Avenues are a one-way couplet and are designated as major arterials by the City of Portland. Both streets experience heavy traffic volumes and traffic noise. The Western Edge Traffic Management Study is currently underway to determine Housing and Community Development funded improvements to reinforce the area as a residential buffer area.

LADD'S ADDITION

Ladd's Addition is bounded by Hawthorne and Division north and south, and by 12th and 20th Avenues west and east. The area is one of Portland's most distinctive because of its diagonal street grid, the Ladd Circle park, and the four pocket rose gardens. Ladd's Addition is a residential area with a mix of single and multifamily dwellings, the majority of which are owner occupied.



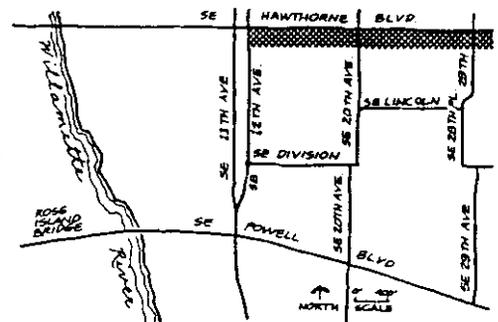
Another distinctive characteristic of Ladd's Addition is the service alleys throughout. Pedestrians and bicyclists frequent the streets and alleys of Ladd's Addition, attracted by the abundance of street and shade trees. A designated bicycle route bisects the area along Ladd Avenue.

In 1977, Ladd's Addition became a Historic Conservation District of the City of Portland. A Citizens' Advisory Committee oversees design review on all new construction, and ensures that street trees and the special "streetscape" of the area is maintained. The Ladd's Addition Conservation District Advisory Council (LACDAC) has developed guidelines for remodeling, new construction, and landscaping which are intended to preserve the historic character of the area.

Housing styles vary from large two to three story wood-frame structures to distinctive bungalows and American craftsman style homes. There is one commercial area in Ladd's Addition at Ladd Circle, but the remainder of the interior area is zoned residential. The streets which form the northern, western, and southern boundaries of Ladd's are a mix of commercial and residential zoning and are developed as such.

HAWTHORNE BOULEVARD COMMERCIAL DISTRICT

The Hawthorne Boulevard Commercial District begins at 12th Avenue and continues east beyond the neighborhood boundary at 29th Avenue. The Hawthorne Boulevard Business Association (HBBA) has organized to work with businesses to develop the "main street" image of the boulevard. Initial financial support for the association was provided by the Oregon Downtown Development Association. Currently, the association is supported by the Portland Development



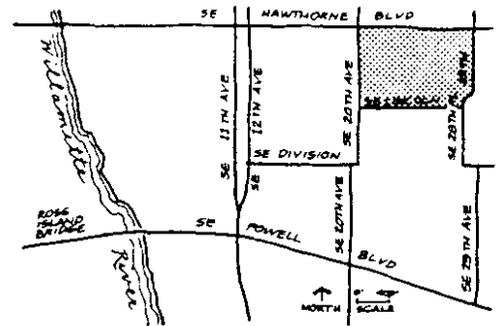
Commission (PDC) in the form of a joint project with the Belmont Street, Division Street and Hawthorne Boulevard merchants. The area originally developed as a street car "suburb" of Portland's downtown since a trolley ran east along Hawthorne Boulevard. Efforts to create a pedestrian-oriented commercial strip have been very successful east of Hosford-Abernethy's boundaries.

The Hawthorne Boulevard Business Association is working on a boulevard design plan. The area now has a low vacancy rate and is recognized for the vitality and variety of its thriving small businesses. The Hosford-Abernethy Neighborhood Association has a working relationship with the HBBA to work on areas of mutual concern.

The area contains many well-maintained apartment houses, commercial enterprises, and social service agencies, all of which contribute to a successful diversity of uses.

COLONIAL HEIGHTS

The large well-maintained homes and beautiful views of this area are well-reflected in the name "Colonial Heights", even though English cottage is the prevalent housing style. Buffered from the industrial area of the neighborhood by Ladd's Addition to the west, Colonial Heights has consistently high-housing values and a high degree of single-family, owner-occupied housing.

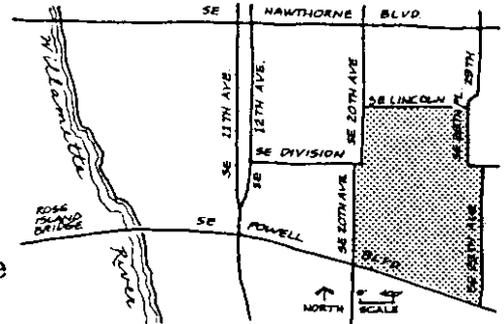


Most of the streets are quiet, although heavy commuter traffic on Harrison is currently under study by the Division Corridor Traffic Management Project. There is some non-neighborhood traffic on north-south routes near the Safeway Store on Hawthorne Street.

Neighborhood children have access to two neighborhood schools, both equidistant from the center of the sector. This results in some splitting of community identity between the Richmond and HAND neighborhoods. There is a large neighborhood park, Sewell Crest Park, and community garden at the eastern edge of the Colonial Heights sector, which are within the boundaries of the Richmond neighborhood.

HOSFORD-CLINTON AREA

The Hosford-Clinton area is primarily residential with several viable commercial nodes. Within its boundaries are Cleveland High School, Hosford Middle School and Hosford Center for the Deaf. A new mini-park proposed for the area, funding provided by Federal Block Grants through the Bureau of Housing and Community Development is to be located on lots which were purchased by the State for the Mt. Hood Freeway project.



The area has a stable, high owner-occupancy rate with some less well-maintained areas and some pockets of deteriorated housing. The area is one of a diverse mix of income levels and age groups. The area has a relatively low crime rate.

There has been an increased rehabilitation of housing in recent years since the defeat of the Mt. Hood Freeway. The Department of Transportation still owns many vacant lots and houses in the area. These vacancies have caused problems of deterioration and transience in the area.

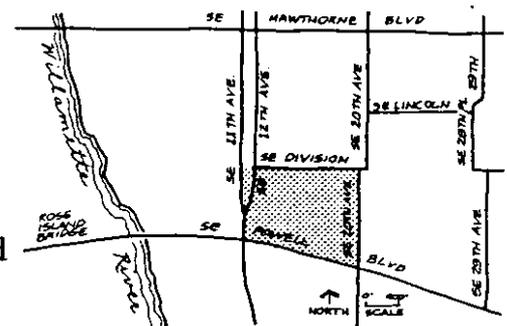
The 26th and Clinton commercial "node" has a movie theater, restaurant, and several small shops, and is a good example of a neighborhood commercial center. The area provides neighborhood services and is pedestrian and bicycle oriented since a designated bike lane runs north along 26th Street to Clinton, then east and west on Clinton.

Commuter and nonlocal traffic on Division and Clinton is an ongoing problem, as is heavy and fast-moving traffic on Powell Boulevard. The Division Corridor Traffic Management Project is proposing traffic management devices such as barriers and circles to deter through traffic along SE Harrison, Division and Clinton.

There is a major City park on the south side of Powell Boulevard, but because of traffic volumes, it is not safely accessible by neighborhood children or pedestrians.

WEST CLINTON AREA

The West Clinton area is a diverse area. Bounded on the southwest by Southern Pacific Mainline railroad tracks and mixed industrial uses, the area has a mix of single and multifamily residential. On the southern border of the area are a number of successful businesses and large



employers. These businesses often attract and employ large trucks which use residential streets, thus causing conflicts.

The conflict between residential and industrial uses has resulted in a high nonowner occupancy rate and some deterioration of housing stock. The mixed light industrial/residential zoning on many blocks contributes to the problem.

The area lacks adequate trees and shrubbery to buffer the residential uses from the industrial.

Truck traffic and awkward rail crossing also create unsafe traffic conditions in the area. The rail crossing at 11th-12th near Powell will soon undergo improvement.

FINDINGS

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

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

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

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

Background Documents: The data base for this report is provided in two background documents: the Hosford-Abernethy Neighborhood Assessment, prepared by students in the Comprehensive Planning Workshop of Portland State University, Spring, 1986, and the 1986 Neighborhood Information Profiles, prepared by the City of Portland Office of Fiscal Administration. A current land use inventory was also prepared by the PSU students. The documents also provide extensive information on the community character and its land uses, neighborhood history, and transportation system, as well as an issues assessment of the strengths, weaknesses, and opportunities in the neighborhood. The goal, policies and objectives of the Hosford-Abernethy Neighborhood Action Plan is partly based on this information.

An overview of the pertinent neighborhood facts follows:

- Hosford-Abernethy is an inner-city neighborhood which offers quality housing and an opportunity for people to live close to employment and services.
- In 1980, there were 7,505 people residing in Hosford-Abernethy.
- There are 3,500 households, 62 percent of which are single family dwellings.
- The median value of the housing is comparable to that which is citywide.
- Fifty percent of the housing is owner occupied.
- There is an increasing presence of households with children.
- The crime rate slightly exceeds the number reported citywide.
- As a low-income neighborhood, Hosford-Abernethy is eligible for Housing and Community Development (HCD) funds.
- Two small, HCD-funded parks are under construction in the neighborhood.
- Fifty-five percent of the 747 businesses licensed in Hosford-Abernethy are in the manufacturing, wholesale or transportation category.
- Thirty-seven percent of the land is zoned for industrial or manufacturing use.

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

- 1) Analysis of the Hosford-Abernethy Neighborhood Assessment;
- 2) Policies and objectives development through citizen committees based on the neighborhood occupant survey and the input from the functional workshops sponsored by HAND;
- 3) Analysis of the relationship of the proposed document to the Portland Comprehensive Plan and other citywide policies; and
- 4) HAND Land Use Steering Committee work with Bureau of Planning staff to formulate refined goal, policies and objectives based on the work of the functional committees.

Conformance with the Statewide Planning Goals and Guidelines: On May 1, 1981, the State Land Conservation and Development Commission (LCDC) acknowledged the Comprehensive Plan for the City of Portland, which had been adopted by City Council on October 16, 1980, and became effective January 1, 1981. The City goals mentioned in the following section "Conformance with the city's Comprehensive Plan" also address and are comparable to the Statewide Planning Goals in that City Goal 1 is the equivalent of State Goal 2 (Land Use Planning); City Goal 2 addresses the issues of State Goal 14 (Urbanization); and City Goal 3 deals with the local issues of neighborhoods. The following City and State goals are similar: City Goal 9, State Goal 1 (Citizen Involvement); City Goal 4, State Goal 10 (Housing); City Goal 5, State Goal 9 (Economy of the State); City Goal 6, State Goal 12 (Transportation).

Other Statewide Goals relate to plan amendments, coastal areas, etc., and do not specifically apply to the adoption of a neighborhood plan which is consistent with the City's Comprehensive Plan.

Conformance with the City's Comprehensive Plan: The Comprehensive Plan for the City of Portland provides a coordinated set of guidelines for decision making. The goal, policies and objectives of the Hosford-Abernethy Neighborhood Action Plan are in conformance with goals, policies and map designations of the Portland Comprehensive Plan. A summary of the relevant goals and policies as they relate to the Hosford-Abernethy Neighborhood Action Plan follow:

- **Goal 2: Urban Development**
Policies 2.1 Population Growth, 2.2 Urban Diversity, 2.7 Willamette River Greenway Plan, 2.9 Residential Neighborhoods, 2.11 Commercial Center, 2.12 Transit Corridors, 2.13 Auto-oriented Commercial, 2.14 Industrial Sanctuaries, 2.15 Living Closer to Work, 2.18 Utilization of Vacant Land, 2.19 Existing Housing Stock, and 2.20 Mixed Use.

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

- **Goal 3: Neighborhoods Goals and Policies**
Policies 3.2 Social Conditions, 3.3 Neighborhood Diversity, 3.5 Neighborhood Involvement, 3.6 Neighborhood Plan, and 3.7 Visual Communication.

Comment: Preservation of the stability and diversity of Hosford-Abernethy is the main element of this neighborhood plan.

- **Goal 4: Housing Goals and Policies**
Policies 4.4 Housing Choice and Neighborhood Stability and 4.6 Existing Housing: Maintenance.

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

- **Goal 5: Economic Development Goal and Policies**
Policies 5.2 Jobs and Incomes, 5.3 Business and Industry, 5.4 District Economic Development, 5.8 Environment, Energy and Transportation, 5.9 Area Character and Identity, 5.10 Land Use, 5.11 Transportation, 5.12 Business Environment, 5.13 Locational Opportunities for Industrial Firms, 5.14 Diversity and Identity in Industrial Areas, and 5.15 Protection of Non-industrial Lands.

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

- Goal 6: Transportation Goal and Policies
Policies 6.2 Regional and City Traffic Patterns, 6.3 Land Use/Streets Relationship, 6.5 Transit-related Density, 6.6 Transit-Dependent Population and 6.9 Alternative Urban Travel.

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

- Goal 9: Citizen Involvement Goal and Policies
Policy 9.1 Citizen Involvement Coordination.

Comment: The Hosford-Abernethy planning effort utilized extensive citizen involvement and coordinated this effort with the HAND neighborhood association, Central Eastside Industrial Council, and the Hawthorne Boulevard Business Association.

**HOSFORD-ABERNETHY NEIGHBORHOOD ACTION PLAN
GOAL, POLICIES AND OBJECTIVES**

FEBRUARY 1988

HOSFORD-ABERNETHY NEIGHBORHOOD ACTION PLAN

INTRODUCTION

The plan which follows is organized by topical areas. These correspond to the five neighborhood workshops that were conducted during the second year of the planning process.

The discussion section for each area gives the reader an overview of important issues and why the neighborhood is concerned with developing objectives to deal with those issues.

GOAL, POLICIES, AND OBJECTIVES

GOAL: TO BUILD UPON THE HISTORIC SENSE OF COMMUNITY AND CREATE A BETTER PLACE TO LIVE, WORK, PLAY AND PROSPER.

POLICY 1: PARKS, RECREATION, AND WATERFRONT ACTIVITIES

Promote a diversity of recreational, educational and cultural opportunities for Hosford-Abernethy Neighborhood Development (HAND) residents of all ages and income levels.

- Objective 1.1 Advocate for the establishment of recreational facilities, such as an olympic size swimming pool and community center, within or near the HAND neighborhood.
- Objective 1.2 Promote library services which are within walking or bicycling distance of neighborhood residents.
- Objective 1.3 Encourage the development of parks or "mini-parks on available, publicly-owned land and explore the development of other recreational alternatives.
- Objective 1.4 Encourage the use of public and private land for community gardens.
- Objective 1.5 Support public and private actions which provide public access and use of the eastside waterfront.
- Objective 1.6 Support Oregon Museum of Science and Industry (OMSI) as an educational and recreational asset to the HAND neighborhood.

- Objective 1.7 Promote the establishment of a minimum of two signed access points from the neighborhood to the eastside Willamette Greenway for pedestrians and bicycles.
- Objective 1.8 Advocate for the development of alternate transportation routes connecting such sites as OMSI, Oaks Bottom, Downtown and the Convention Center.
- Objective 1.9 Support the esplanade planning process and implementation for the east bank of the Willamette River.
- Objective 1.10 Reduce through traffic and visitor parking impacts on the neighborhood as the waterfront develops.
- Objective 1.11 Ensure safe, convenient access to existing and proposed recreational facilities and parks by reducing hazards at major arterials and railroad crossings.

DISCUSSION

Parks, Recreation and Waterfront Activities

OMSI's relocation to the neighborhood is perceived as a major improvement and a much needed community resource for inner southeast neighborhoods. However, the potential for increased traffic through the neighborhood is of concern to both residential and industrial neighbors.

The urban waterfront is a valuable resource the neighborhood would like to see better utilized. Lack of access to the river has been identified as a "Neighborhood Need" for over a decade. Given the safety conflicts inherent between pedestrians, bicyclists and large trucks, it is essential to designate, sign and stripe a specific pathway for pedestrians and bicyclists through the industrial district. This access should be in addition to the Hawthorne Bridgehead access to the Eastside Esplanade on the northern boundary of the neighborhood.

The neighborhood has been found to be park deficient in Park department studies. The HCD-sponsored "Inner Southeast Improvement Plan" prioritized HAND over other inner southeast neighborhoods in order to obtain funding for two "pocket parks" on available land in the neighborhood. Powell Park is near the neighborhood boundary to the south, but it is perceived as inaccessible due to heavy traffic on Powell.

Recreational and cultural facilities are lacking in the immediate neighborhood. Two elementary schools and a high school provide athletic

space and meeting facilities for the neighborhood. Opportunities exist for these institutions to be enhanced as neighborhood focal points. There is also a long term desire of area residents to establish a community center.

POLICY 2: HOUSING

Protect and improve existing housing while providing the opportunity of new housing for people of all ages and income levels.

- Objective 2.1 Encourage the improvement and maintenance of residential properties, especially those that are non-owner occupied.
- Objective 2.2 Encourage effective buffers, such as setbacks and landscaping, between commercial or industrial and residential uses.
- Objective 2.3 Ensure that the "Western Edge Strategy" along SE 11th and 12th includes pedestrian amenities, landscaping, and traffic improvements.
- Objective 2.4 Preserve the housing along SE 11th and SE 12th in order to emphasize the residential edge of the neighborhood.
- Objective 2.5 Encourage restoration, rehabilitation and preservation of older housing stock.
- Objective 2.6 Promote the opportunity for owner occupancy of single-family homes and cooperative or condominium ownership of multifamily dwellings.
- Objective 2.7 Protect the fragile residential area bounded by Powell, 11th, Division and 21st from further commercial or industrial encroachment.
- Objective 2.8 Recognize the need for multifamily housing, in appropriately zoned areas, as a means of providing affordable housing in the neighborhood.

DISCUSSION

Housing

Two-thirds of the 3,500 housing units are single family with 50 percent being owner-occupied. In general, multifamily dwellings in the neighborhood are a needed housing resource for the elderly, low-income and smaller households.

Ladd's Addition, in which the land use is mostly single family residences, is a significant neighborhood landmark preserved by City ordinance which has designated it as an Historic Conservation District. Any new buildings within the boundaries of the district must have design review and approval by the "Ladd's Addition Conservation District Advisory Council" (LACDAC). LACDAC has prepared design guidelines for new construction, exterior remodeling, and landscaping. The Portland Historic Landmarks Commission has adopted these guidelines and uses them in their decision-making process.

The area referred to as "Colonial Heights" is a stable residential area characterized by large homes with views of the downtown and the West Hills.

The "Western Edge" refers to 11th and 12th Avenues between Hawthorne and Powell, an area of transition which lacks a clear direction. A strong edge would clearly identify where the commercial district ends and the residential district begins. The neighborhood believes that the designation of M3 zoning obscures this boundary. Housing between 11th and 12th Avenues south of Hawthorne Boulevard is zoned both M3, light manufacturing, and R1, medium density multifamily residential. This zoning division down the middle of the block creates conflicts between land uses. This problem also exists in the western Clinton area south of Division where the edge is uneven. A history of conflict between industrial and residential neighbors is well documented.

Lack of maintenance and uncoordinated renovations in the mixed use areas along the "Western Edge" detract from the livability of the residential neighborhood.

The area south of Division between 12th and 21st Avenues is an unstable, transitional area. A high percentage of rental properties and the ongoing conflicts between residential and commercial/industrial land uses contribute to this feeling of instability.

The area referred to as the Hosford-Clinton area, in addition to Ladd's Addition and Colonial Heights, has stable, moderately priced housing stock and is demonstrating an increase in the number of families with young children. This increase has occurred in recent years and is a reversal of 1980 census data. Many of the residential streets lack trees, especially in the Hosford-Clinton area.

POLICY 3: TRANSPORTATION

Encourage safe and efficient use of the transportation network which minimizes negative traffic impact on neighborhood livability and business operations.

- Objective 3.1 Clearly define boundaries of the residential area by means of clear signage and traffic management devices.
- Objective 3.2 Encourage the use of Powell, as designated in the Arterial Streets Classification Policy, as the major east/west corridor while ensuring traffic safety.
- Objective 3.3 Discourage commuter and truck traffic in the residentially zoned areas.
- Objective 3.4 Support access improvements to the I-5 freeway while limiting negative impacts on residential areas.
- Objective 3.5 Limit the traffic and parking impacts of major new developments on both industrial and residential areas.
- Objective 3.6 Reduce the impact of truck traffic and loading on residentially zoned areas.
- Objective 3.7 Encourage businesses to provide transit incentives for employees.
- Objective 3.8 Encourage improvements for pedestrian and bicycle movement.
- Objective 3.9 Support the creation of a recreational trail along the river connecting Oaks Park and the Hawthorne Bridge.
- Objective 3.10 Discourage on-street parking by commuters who work downtown.

DISCUSSION

Transportation

The north and south borders of the neighborhood are framed by bridges. Although the Ross Island and Hawthorne Bridges provide immediate access to downtown, they also encourage commuters to cut through the neighborhood on local streets.

The Union-Grand corridor is a major regional route through the neighborhood. It is significant to neighborhood industrial uses because it is a route to the freeway.

Eleventh and 12th are a one-way couplet that serves the Central Eastside Industrial District (CEID) area as well as a north/south neighborhood corridor. These streets also serve as a division between industrial and residential uses.

The layout of Ladd's Addition encourages some nonlocal commuters to cut across on the diagonal streets of Elliott and Ladd.

There is a high percentage of transit ridership from the neighborhood and pedestrian and bicycle commuting is growing.

Because it is a neighborhood priority to have access to the river, to recreational opportunities and to downtown, pedestrian and bicycle paths should be of major importance in the planning of any traffic improvements.

POLICY 4: LIVABILITY, IDENTITY, AND PUBLIC SAFETY

Develop a strong neighborhood identity that unifies the residents and industrial and commercial interests in order to foster a safe and caring community.

- Objective 4.1 Support existing social service programs and crime prevention activities.
- Objective 4.2 Encourage a fair and equitable distribution of social service agencies within the City.
- Objective 4.3 Foster a positive and well-maintained image of the neighborhood in order to build pride and deter crime.
- Objective 4.4 Encourage a neighborhood communications network to promote cultural and social activities and good "neighborship".
- Objective 4.5 Provide a positive environment to attract and retain long term residents.
- Objective 4.6 Strengthen the HAND Neighborhood Association to increase neighborhood involvement and to improve representation of the diverse neighborhood interests.

- Objective 4.7 Upgrade the appearance of both residential and commercial properties.
- Objective 4.8 Promote crime prevention through environmental design techniques which can create a sense of place and reinforce a neighborhood identity.
- Objective 4.9 Support the intent and recognize the Ladd's Addition Conservation District Guidelines as adopted by the Portland Historical Landmarks Commission (see Appendix B).
- Objective 4.10 Encourage identification, preservation, restoration and rehabilitation of historic buildings, structures, sites, and areas which give the neighborhood its special sense of identity.
- Objective 4.11 Provide distinctive landmarks, gateways or streetscape improvements at entry points to the neighborhood.
- Objective 4.12 Support the continuation of a comprehensive (K-12) public school system which serves the neighborhood and uses the resources of Abernethy School, Hosford School, and Cleveland High School.

DISCUSSION

Livability, Identity and Public Safety

HAND has a potential for a strong neighborhood identity. It is in proximity to downtown. It has a large, solid residential area with little intrusion by commercial uses. Property values are stable and have maintained their worth to a higher degree than in surrounding neighborhoods. Although the 1980 census revealed a declining population, especially families with young children, the HAND survey shows that more families were moving into the neighborhood and that the Census information may no longer be valid.

The neighborhood has diverse segments. Ladd's Addition has a strong identity compared to the neighborhood as a whole. Ladd's also has a high percentage of owner-occupied housing which contrasts with the segment immediately to the south which has high, non-owner occupied housing. This area bounded by Division, Powell, 12th and 21st Streets also has the highest incidence of commercial/industrial uses.

Approximately one-third of the land use is in industrial uses. The western portion of the neighborhood is in an industrial sanctuary. This is the gateway of the neighborhood and as such, its visual image affects the entire community.

The neighborhood suffers in some areas from blighted appearance, lack of recreational facilities or a community center, and vacant buildings. Survey results showed both residents and those who work in the neighborhood were concerned about crime, particularly vandalism and car thefts.

POLICY 5: COMMERCIAL/INDUSTRIAL

Promote a supportive relationship between the residential and commercial/industrial interests of the neighborhood.

- Objective 5.1 Encourage the preservation of the industrial uses and associated support services within the industrial sanctuary.
- Objective 5.2 Develop working relationships among the Central Eastside Industrial Council, the Hawthorne Boulevard Business Association, other Hosford-Abernethy neighborhood business organizations and the HAND neighborhood association.
- Objective 5.3 Limit impacts of commercial traffic and parking on residential areas.
- Objective 5.4 Promote a consistent system of zoning which reduces, the conflicts between residential and commercial/industrial land uses.
- Objective 5.5 Attract new retail and service commercial uses which meet the needs of those who live and work in the neighborhood.
- Objective 5.6 Support the development of a Hawthorne Boulevard Design Plan which incorporates the historic image of a street car commercial district.
- Objective 5.7 Encourage new investment opportunities while minimizing displacement of existing commercial activities and residents.
- Objective 5.8 Improve the quality of existing commercial structures and the positive image of the business district along Hawthorne, Division and in the Clinton Street business area.

- Objective 5.9 Encourage the Division Street Merchants Association to formulate a clear vision for the commercial district.
- Objective 5.10 Encourage residential development on the upper floors of commercial buildings along Division and Hawthorne.
- Objective 5.11 Promote the Central Eastside Industrial District as a gateway to the neighborhood.
- Objective 5.12 Discourage on-street parking by commuters who work downtown.

DISCUSSION

Commercial/Industrial

The ongoing revitalization of the Hawthorne Boulevard commercial area is an asset to the neighborhood. Hawthorne Boulevard, in combination with the Clinton Street and Division Street commercial areas, has the potential of meeting the retail and service needed of the residential and employment population of the neighborhood.

Much of the industrial area suffers from poor or limited access to the transportation system. While at the same time, conflicts occur in some parts of the industrial area between large trucks loading and unloading freight on narrow streets, and other traffic. Conflict also occurs between noisy industrial uses and nearby residential uses where residents strive for a livable residential environment.

The Central Eastside Industrial District (CEID) is primarily a manufacturing/distribution district made up of predominantly small businesses. Most of the heavy industrial uses in the district, which extends to the Banfield Freeway, are located in the portion within the HAND neighborhood.

The CEID is experiencing pressure to convert to commercial uses because of its proximity to downtown and major roadways. Land for river-dependent industries is perceived to be in short supply in the region.

ACKNOWLEDGEMENTS

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- B. Technical Assistance:
 - Pamela Kambur, Neighborhood Planner,
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 - Susan Feldman, AICP, City Planner
Portland Bureau of Planning
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Portland Bureau of Planning
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 - Michael S. Harrison, AICP
 - All the participants at and resource people for the Plan
workshops

**HOSFORD-ABERNETHY NEIGHBORHOOD ACTION PLAN
STEERING COMMITTEE ROSTER**

<u>Name</u>	<u>Membership Category</u>	<u>Affiliation</u>
Augusta Amato	Residential	
George Amato	Absentee Residential Owner	
Mary Amato	Residential	
Cathey Briggs	Residential	Board Chair
Randal Clark	Residential	
Sharon Susanka-Clark	Residential	
Rob DeGraff	Business District Representative	Hawthorne Blvd.
Bob Elliott	Residential	Board Member, Land Use
Dave Fredrikson	Residential	
Peter Fry	Business District Representative	CEIC
Renita Gerard	Residential	Project Staff
Debbie Gruenfeld	Residential	Committee Chair Board Member
Tom Gruenfeld	Residential	
Dorothy Hall	Business District Representative	CEIC
Gary Hood	Independent Business Representative	Division Street
Curt Martin	Social Service Representative	Residential Care Facility
Phylis O'Brien	School Representative	
Elaine Ryan	Independent Business Representative	Clinton Street
John Wiley	Residential	Board Member
Maude Wyatt	Church Representative	P. Temple Wings
Karen Zisman	Business District Representative	Hawthorne Blvd.

APPENDIX

APPENDIX A

ORDINANCE No. 160471

Adopt the Goal, Policies and Objectives of the Hosford-Abernethy
Neighborhood Action Plan as a Neighborhood Plan (Ordinance).

The City of Portland ordains:

Section 1. The Council finds:

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

effort which culminated in the development of the Hosford-Abernethy Neighborhood Action Plan and was adopted by the HAND membership in August, 1987.

6. The data base used for the formulation of the goal, policies and objectives of the Hosford-Abernethy Neighborhood Action Plan is provided in two background documents: the Hosford-Abernethy Neighborhood Assessment, prepared by students in the Portland State University Comprehensive Planning Workshop, Spring, 1986, and the 1986 Neighborhood Information Profiles, prepared by the City of Portland Office of Fiscal Administration.
7. Neighborhood plans are intended to promote patterns of land use, urban design, circulation and services which encourage and contribute to the economic, social and physical health, safety and welfare of both the neighborhood and the City.
8. The neighborhood plan is an advisory document for directing and managing change. The adopted Goal, Policies and Objectives of the Hosford-Abernethy Neighborhood Action Plan will serve as an official guide for decision-makers, particularly in land use review, and will also guide public deliberations and investments.
9. The Hosford-Abernethy Neighborhood Action Plan includes implementing actions which are not being adopted by the City Council as part of the Council's adoption of this plan. They are proposed by the neighborhood as a plan for neighborhood-initiated programs and provide a guide for these self-help, private, or city-assisted projects. With the adoption of the Goal, Policies and Objectives of this plan, the City is not committing to the implementation of the actions or to funding projects.
10. The Hosford-Abernethy Neighborhood Action Plan provides an opportunity for the City and the neighborhood citizenry to address the future of this vital inner-city neighborhood. The plan encourages new investment and development, yet acknowledges that Hosford-Abernethy faces pressures which could result in a loss of housing and displacement of small businesses and low income residents.
11. All public notification requirements have been met. In addition to HAND-sponsored community workshops and the Planning Commission public hearing, the HAND Land Use Steering Committee worked with the Bureau of Planning staff to develop the plan which has been presented to the City Council.
12. All property owners within the Hosford-Abernethy Neighborhood Development boundaries received notification of the December 8, 1987, Portland Planning Commission public hearing where the plan was under consideration.

ORDINANCE No.

13. On December 8, 1987, the Planning Commission held a public hearing on the Hosford-Abernethy Neighborhood Action Plan and recommended adoption of the Goal, Policies and Objectives of the plan.
14. The recommendation of the Planning Commission on the Hosford-Abernethy Neighborhood Action Plan is in conformance with Portland's Comprehensive Plan and with the Statewide Planning Goals as more fully set forth in the Planning Commission Report. The recommended Hosford-Abernethy Neighborhood Action Plan was submitted to the Oregon Department of Land Conservation and Development for review as required by ORS 197.610. No objection was received from the Oregon Department of Land Conservation and Development.
15. It is in the public interest that the recommendations on the Hosford-Abernethy Neighborhood Action Plan be adopted to direct and manage change in the Hosford-Abernethy Neighborhood.

NOW, THEREFORE, The Council directs:

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

Passed by the Council, FEB 10 1988

Commissioner Earl Blumenauer
January 27, 1988
Susan Feldman:mch
51249003/2510

BARBARA CLARK
Auditor of the City of Portland
By

Edna Cervera Deputy

APPENDIX B

NEIGHBORHOOD IMPLEMENTING ACTIONS (NOT ADOPTED BY CITY COUNCIL)

The implementing actions are proposed by the neighborhood as a plan for neighborhood-initiated programs and provide a guide for these self-help, private or city-assisted projects. These actions also enable the neighborhood to prioritize requests for public assistance such as in the annual submission to the City's Neighborhood Needs Request Process. Implementing actions put the plan's goal and policies into effect and create a stimulus for future projects and activities.

ACTION CHART INDEX

The following agencies or groups are referred to as possible implementing agencies or organizations for the strategies listed in the action charts. These agencies may either oversee the implementing actions or carry out and/or fund the the projects and programs themselves. The listing of an agency or group does not committ that group to taking on the responsibility of such a task. This list is merely a starting place and gives direction to both the neighborhood association and to the public sector.

BAC.....	City's Budget Advisory Committee
Buildings..	Portland Bureau of Buildings
CEIC.....	Central Eastside Industrial Council
Energy.....	Eliot Energy House Demonstration Project
HAND.....	Hosford-Abermthy Neighborhood Development
HBBA.....	Hawthorne Blvd. Business Association
HPLO.....	Historic Preservation League of Oregon
LACDAC...	Ladd's Addition Conservation District Advisory Committee
Metro.....	Metropolitan Service District
Mult. Co...	Multnomah County
Nat. Reg....	National Register of Historic Places
OCF.....	Oregon Community Foundation
ODOT.....	Oregon Department of Transportation
OMSI.....	Oregon Museum of Science and Industry
ONA.....	Office of Neighborhood Associations
Parks.....	Portland Bureau of Parks
PDC.....	Portland Development Commission
PDOT.....	Portland Department of Transportation
Planning...	Portland Bureau of Planning
Police.....	Portland Police Bureau
Pvt.....	Private Sector
REACH.....	REACH Community Development
RR.....	Railroad
SD#1.....	School District Number 1
SEUL.....	Southeast Uplift Neighborhood Program
Traffic.....	Portland Traffic Management
Tri-Met.....	Tri-County Metropolitan Transit District
Variance...	City's Planning and Zoning Variance Committee

POLICY 1

PARKS, RECREATION & WATERFRONT ACTIVITIES STRATEGIES AND ACTIONS

#	PROJECTS	TIMING		POSSIBLE IMPLEMENTING AGENCY/ ORGANIZATION	RELATED POLICY
		SHORT RANGE	LONG RANGE		
PR 1	Locate within the SE inner-city an olympic size swimming pool.		X	Parks/HAND	P,R
PR 2	Actively participate in the City's Aquatic Fitness Task Force.	X		Parks/HAND	P,R
PR 3	Establish a committee to research and obtain a "Neighborhood House" to be used as a meeting place, resource center, etc.		X	HAND/Pvt.	L
PR 4	Coordinate with Mult. Co. to locate a library nearby.		X	Mult. Co./HAND	L
PR 5	Acquire tennis/badminton courts in the neighborhood.		X	Parks/ODOT/SD#1/HAND	P,R
PR 6	Support HCD Abernethy School & Hosford Parks projects.	X		HAND	
PR 7	Monitor land use requests for compatibility.	X		HAND/Planning	L
PR 8	Develop historic exhibit of waterfront area.		X	OMSI/PDC/HAND	L
PR 9	Develop interpretive and historic signs along the river.	X		Parks/Pvt./HAND	L
PR 10	Insure the continuation of pedestrian/bicycle access through the OMSI site and farther south.	X		HAND/OMSI	T
PR 11	Encourage the development of diverse waterfront facilities, while discouraging high density office/retail uses.		X	HAND	L,CI
PR 12	Insure a safe, comfortable day and evening environment and river access at the OMSI site.		X	HAND/OMSI	L,CI
PR 13	Explore alternate uses for the OMSI parking lot when not in use.		X	HAND/OMSI	L,CI
PR 14	Investigate additional community uses for OMSI site.	X		HAND/OMSI/Pvt.	L
PR 15	Communicate with agencies during planning and design phases of the Eastside Esplanade and Willamette Greenway Plan.	X		HAND/Parks/PDOT/Planning	T,L
PR 16	Support historic trolley across the Hawthorne Bridge with a stop at OMSI and access to Oaks Bottom.		X	HAND	T
PR 17	Monitor plans for an inner loop transit line.		X	HAND/Tri-Met	T
PR 18	Monitor to insure access from the water to the eastbank via river taxis, ferries, boat tie-ups, tour boats, etc.		X	HAND/Pvt./OMSI	T
PR 19	Ensure light rail development does not create barriers to the river.		X	HAND	T,L
PR 20	Ensure alternate access methods and routes to river.		X	HAND/PDOT/Pvt.	T
PR 21	Monitor the development of parking lots to discourage overbuilding.	X		HAND/CEIC	T,CI
PR 22	Monitor waterfront development to encourage landscaping in excess of code requirements.	X		HAND/CEIC/Pvt.	L,CI
PR 23	Investigate ways to insure Powell & 26th intersection is less of a barrier to Powell Park.	X		HAND/PDOT	T,L
PR 24	Submit joint Neighborhood Needs with Brooklyn Action Corp and Cleveland H.S. for further recreational development.	X		HAND/BAC/SD#1	L
PR 25	Support construction of pedestrian crossing at Union/Grand along waterfront and OMSI access routes.	X		HAND/PDOT	T
PR 26	Encourage walking tours and school field trips to the waterfront.		X	HAND/SD#1/Pvt.	T,L
PR 27	Investigate possibility of funding recreation facilities via CEID tax increment financing.		X	HAND/PDC/CEIC	L,CI
PR 28	Investigate pedestrian/bicycle crossings over the rail lines.	X		HAND/RR/PDOT	T,L

RELATED POLICY KEY:

- PR = PARKS AND RECREATION
- H = HOUSING
- T = TRANSPORTATION
- L = LIVABILITY
- CI = COMMERCIAL INDUSTRIAL

POLICY 2

HOUSING
STRATEGIES AND ACTIONS

#	PROJECTS	TIMING		POSSIBLE IMPLEMENTING AGENCY/ ORGANIZATION	RELATED POLICY
		SHORT RANGE	LONG RANGE		
H 1	Oppose land use proposals which deviate from the intent of existing residential zones.	X		Planning/HAND	L,CI
H 2	Market programs which encourage housing rehabilitation and maintenance.	X		HPLO/PDC/HAND	L
H 3	Coordinate with schools to institute a program to help clean-up and weatherization of senior housing.	X		SD#1/Energy HAND	L
H 4	Lobby for HCD "fix-a-block" program.	X		HCD/PDC/HAND	L
H 5	Develop a neighborhood brochure and poster.	X		Pvt./HAND	L
H 6	Request buffer zoning or overlay zones on areas with conflicting land use.		X	SEUL/Planning/HAND	L,CI
H 7	Investigate housing relocation (vs. demolition) incentives.	X		Buildings/HAND	
H 8	Inventory vacant lots.	X		Planning /ODOT/HAND	
H 9	Oppose the incremental housing loss occurring along SE 11th	X		HAND/Variance	L,CI
H 10	Support zoning change to residential on 11th.	X		CCP/HAND	L,CI
H 11	Rehabilitate historic housing.	X		HPLO/PDC/HAND	L
H 12	Advocate housing inventory via Goal 5 update process.	X		Planning/HAND	L
H 13	Identify district or "ensembles" for National Register of Historic Places.	X		HPLO/Nat. Reg.	L,CI
H 14	Investigate preserving "Fire House Row".	X		Planning/HAND	CI
H 15	Encourage adjacent commercial and industrial properties to develop in character with historic structures.	X		Planning/HPLO/HAND	L,CI
H 16	Ensure renovation of existing structures.	X		REACH/Planning/HAND	L,CI

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POLICY 3

TRANSPORTATION
STRATEGIES AND ACTIONS

#	PROJECTS	TIMING		POSSIBLE IMPLEMENTING AGENCY/ ORGANIZATION	RELATED POLICY
		SHORT RANGE	LONG RANGE		
T 1	Establish business hours of operation as noise control in mixed zones.		X	Traffic/Planning	H,L,CI
T 2	Identify traffic impacted streets.	X		Traffic/Planning	H
T 3	Study ways to divert traffic away from 25th and 26th streets.	X		Traffic	T,L
T 4	In order to direct traffic into the HAND Neighborhood on the proper collectors install left turn signals on Hawthorne at 20th and 30th sts.		X	Traffic	T,L
T 5	Support "Western Edge Strategy" as a buffer and ensure that it deals with traffic volume and neighborhood identity.	X		Planning/Traffic/CEIC/HAND	H,L,CI,PR
T 6	Encourage development of a "Southern Edge Strategy" in the "West Clinton Area" as a buffer.		X	Traffic/Planning/HAND	H,L,CI,PR
T 7	Support alternative 6 of the Division Corridor Study west of 60th.	X		Traffic	H
T 8	Promote use of neighborhood signs, flags and traffic management devices at neighborhood residential streets.	X		HAND/CEIC	H,L
T 9	Oppose any alternative which would relocate the freeway significantly closer to the residential area.		X	HAND/Traffic	H,L
T 10	Encourage enforcement of traffic speed limits.	X		Police	H,L,CI,PR
T 11	Investigate improving intersections 26th & Powell and Milwaukie & 12th for pedestrian/automobile.	X		Traffic	L,PR
T 12	Investigate redesign of Milwaukie and Gideon interchange.	X		Traffic	L,CI
T 13	Create better truck access with marked routes on 26th street from Powell and routes through the industrial section.		X	Traffic	L,CI
T 14	Enforce city guidelines which require orientation of loading areas away from residential property and enforce noise regulations.		X	Traffic/Planning/Buildings	H,L,CI
T 15	Ensure parking facilities provide off-street parking that is beneficial to the surrounding neighborhood.	X		Planning	H,L,CI
T 16	Promote aesthetically pleasing parking design by providing landscaping with noise buffers.	X		Planning	H,L,CI
T 17	Advocate use of structured parking wherever economically feasible and where the public interest is best served.	X		Planning	L,CI
T 18	Improve the pedestrian/bicycle connection to downtown by widening the sidewalks on the Hawthorne Bridge and provide better access from the bridge to the esplanade.		X	Planning	L,PR
T 19	Improve railroad crossings by better signage and smoother gated crossings.	X		Traffic/RR	L,PR
T 20	Make bike/pedestrian routes known.	X		Traffic/Parks	L,PR
T 21	Preserve the rail corridor for public area as an extension of the Greenway.		X	Metro/Tri-Met	L,PR
T 22	Join with other inner southeast neighborhoods to lobby for light rail development.		X	HAND/SEUL	L,PR
T 23	Investigate ways to educate commuters not to park in neighborhoods.	X		HAND/CEIC	L
T 24	Seek permission to use church parking lots for commuter parking.	X		HAND/Churches	L
T 25	Support McLoughlin Project as it relates to HAND.		X	HAND/CEIC	

RELATED POLICY KEY:

PR = PARKS AND RECREATION

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CI = COMMERCIAL INDUSTRIAL

POLICY 4

**LIVABILITY, IDENTITY AND PUBLIC SAFETY
STRATEGIES AND ACTIONS**

#	PROJECTS	TIMING		POSSIBLE IMPLEMENTING AGENCY/ ORGANIZATION	RELATED POLICY
		SHORT RANGE	LONG RANGE		
L 1	Educate neighbors about crime prevention and current "crime spots".	X		HAND/CEIC	L
L 2	Encourage a communication network between agencies and the neighborhood association.	X		HAND	L
L 3	Encourage neighbors to form neighborhood watch blocks.	X		HAND	L
L 4	Work with agencies to set up "Buddy System" program which allows senior citizens to feel safe on neighborhood streets.		X	HAND	L
L 5	Organize an annual cleanup and encourage absentee landlords to participate.	X		HAND/Buildings	H
L 6	Encourage merchants to purchase and maintain locked dumpsters and to contract with youth to clean up site-generated litter.	X		HAND/HBBA/CEIC	H,CI
L 7	Work with Tri-Met to locate trash barrels adjacent to bus stops.	X		HAND/Tri-Met/CEIC	L
L 8	Promote the identification and reporting of chronic neighborhood nuisances.	X		HAND/Police/ Buildings	H,PR
L 9	Explore creative financing methods such as grants to finance environmental improvements.	X		HAND/OCF/ SEUL	H,PR
L 10	Promote the lighting of alleys in Ladd's Addition.		X	LACDAC	L
L 11	Monitor crime generators in the neighborhood.	X		HAND/Police/ SEUL	H,PR,CI
L 12	Plan a special event to coincide with "National Night Out" such as a mobile ice cream social.		X	HAND/SEUL	PR
L 13	Utilize the neighborhood watch block to block structure to encourage good neighbor ethics.	X		HAND	H,CI
L 14	Sponsor annual neighborhood festival.	X		HAND/LACDAC	PR
L 15	Strive to include a representative from each sector of the neighborhood on the HAND Board.	X		HAND	L

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L = LIVABILITY

CI = COMMERCIAL INDUSTRIAL

POLICY 5

COMMERCIAL/INDUSTRIAL
STRATEGIES AND ACTIONS

#	PROJECTS	TIMING		POSSIBLE IMPLEMENTING AGENCY/ ORGANIZATION	RELATED POLICY
		SHORT RANGE	LONG RANGE		
CI 1	Market the Central Eastside Industrial area to businesses displaced by the convention center.	X		CEIC/PDC	
CI 2	Define what new business to recruit by the use of a survey of needed services.		X	HAND/CEIC/HBBA	
CI 3	Encourage residents to shop locally and give recognition to businesses that are supportive of the neighborhood.	X		HAND/CEIC/HBBA	L
CI 4	Develop a "Handshake" packet similar to "Welcome Wagon" that has coupons from local businesses and acquaints new residents with local merchants.		X	HAND/CEIC/HBBA	L
CI 5	Encourage local businesses to join their local business associations.	X		HAND/CEIC/HBBA	
CI 6	Work with business associations to develop a directory of local businesses.		X	HAND/CEIC/HBBA	
CI 7	Study zoning specifically where residential and commercial/industrial into contact.	X		Planning	H,L
CI 8	See that hours of operation and noise levels as currently regulated by city policy are enforced.	X		Buildings	H,L
CI 9	Educate the public to the resources of public mediation etc.	X		HAND/ONA	L
CI 10	Study the use of traffic barriers/curb extension as possible solutions to conflicting land uses.	X		Planning/Traffic	H,L

RELATED POLICY KEY:

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APPENDIX C

Adopted by the Portland Historic Landmarks
Commission on February 26, 1986.

LADD'S ADDITION CONSERVATION DISTRICT GUIDELINES FOR DEVELOPMENT AND PRESERVATION

INTRODUCTION AND PURPOSE

In 1977 a new concept in neighborhood preservation was born when the City designated the Ladd's Addition and Lair Hill neighborhoods as Portland's first Historic Conservation Districts. A conservation district is a special designation for areas where the conservation of an historic built environment is the declared City policy and the desire of district residents and owners. The conservation district designation is intended to provide the City and district residents with control over those architectural and community features which are essential to the preservation of the district character.

The purposes of Conservation District Zoning, as stated in the 1977 City Council report establishing the district, are:

1. To stabilize property values;
2. To protect desirable and unique physical features of neighborhoods;
3. To prevent blighting caused by insensitive development, renovation and redevelopment;
4. To provide for the enhancement of such areas;
5. To provide for the economic revitalization of the conservation district and its surrounding areas;
6. To provide for the continued economic vitality of the area;
7. To provide a focus for necessary capital improvement.

Conservation District administration is shared by the Portland Historical Landmarks Commission and a Commission-appointed District Advisory Council, composed of district residents. Formal Landmarks Commission review and District Advisory Council recommendations are required for all new construction, demolition, signs, redevelopment and neighborhood improvement projects of the City. Although review of exterior rehabilitation is not required by the Conservation District ordinance, owners of older buildings are urged to follow the Secretary of Interior's Standards for Rehabilitation and to consult informally with the Advisory Council.

To protect the historic character of Ladd's Addition, the City has adopted guidelines and criteria for development and preservation, which apply to both private and public actions. The District Guidelines are intended to maintain and enhance those desirable qualities which make Ladd's Addition a unique historic neighborhood: the Victorian community plan with its radial street system, street trees, service alleys and formal gardens; and the diverse collection of early Twentieth Century homes, businesses and churches. For nearly a century, these harmonious community qualities have made Ladd's Addition an outstanding place for all kinds of people to live, work and worship.

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

I. GUIDELINES FOR COMMUNITY DESIGN

The Significance of Ladd's Addition

Ladd's Addition is Portland's oldest planned community and one of the oldest in a western city (c. 1891). Ladd's radial street plan, its key historic feature, marked a dramatic break in Portland's typical checkerboard street pattern. With a formal symmetry echoing Renaissance cities and gardens, the radial streets converge at five formal gardens, the showpieces of the community. Wide parking strips are lined with mature street trees, green archways of elms and norway maple. Service alleys complement the community plan by keeping parking and utilities behind homes and businesses.

Ladd's Addition's historic plan is the prime factor in its continued success as one of America's most livable inner city neighborhoods. The plan created a parklike residential community with a strong sense of place and intimate pedestrian scale.

The Community Design Guidelines are intended to guide the City, district residents and property owners in actions which may affect the preservation of important community qualities, including new construction and exterior rehabilitation.

A. Street System Guidelines

In Ladd's Addition's unique radial street plan the streets are arranged in a hierarchy from two broad central boulevards, Ladd and Elliott, to the narrower minor streets and the service alleys, all with a central focus upon Ladd Circle. Throughout the district original street and sidewalk details reinforce the area's historic character. Most sidewalk corners are imprinted with the original date of construction and street names. Horse tethering rings line most curb fronts. Metal curb protectors for buggy wheels are still found on many street and alley corners.

Through traffic has been a chronic threat to livability of the district for over sixty years. The City's Arterial Streets Classification Policy for Ladd's Addition states: "Non-local traffic should be routed around rather than through Ladd's Addition on the appropriately classified streets."

1. Traffic Control -- The city should employ specific controls to reduce traffic volume and speed on district streets. New construction should be designed so as to minimize traffic impacts on district streets.
2. Street Functions -- Perimeter streets (Division, Hawthorne, and the 11th Avenue - 12th Avenue couplet) should serve through traffic. Ladd and Elliott were designed as primary "boulevards" to collect and distribute local Ladd's Addition traffic. All other streets within the district were designed to provide access to abutting properties.

3. Service Alleys -- Service alleys should provide primary routes for underground and overhead utilities, access to parking, garages, and garbage collection. Where alley routes exist, overhead utilities should not be routed above streets. Alley safety should be enhanced by lighting and visibility from abutting buildings. Alleys should be posted for "No Through Traffic." Existing overhead utilities which cross streets, parks or parking strips should be consolidated and rerouted down alleys, placed underground or removed.
4. Vehicular and Parking Access -- Access to off-street parking should be via service alleys. Off-street parking should be located in the rear yard or beneath/within buildings. Off-street parking should be visually screened from adjacent residences and streets by sight-obscuring plantings and fencing. No lot within the District should be used solely for parking.
5. Sidewalk History -- These guidelines have been adopted by the Portland City Council, Resolution No. 33683, on May 16, 1984, as amended.
 - a. When repairs are made in the vicinity of stamped sidewalk details and/or their stones, all intact details (including those with minor hairline cracks or flaws) should be preserved: street names, park names, dates and contractor names. This may necessitate the use of concrete saws and/or additional handwork.
 - b. Wheelchair ramps should be located to avoid stamped details at sidewalk intersections, whenever possible.
 - c. When a stone with details is badly damaged or hazardous (as defined in the Public Improvement City Code, Section 17.28.020) and the details are intact, the original dates, streets and park names should be removed and reset in new concrete. Contractors names should be reset, when possible.
 - d. When stamped sidewalk details are damaged beyond repair or re-setting (e.g. major cracks, raised or missing pieces), the sidewalk stone should be replaced and restamped with all original street and park names, and both the original and current date (year). Contractors names should be restamped, when possible.
 - e. When curb repairs are made, original horse rings should be reset in place. When original rings are badly damaged or missing, they should be replaced at their original spacing. Ring replacement will be limited to the supply available to the Maintenance Bureau.
 - f. The Sidewalk Repair Department of the Bureau of Maintenance will log all corner repairs made in Ladd's Addition following the adoption of these guidelines. This log of repairs will be available to the Ladd's Addition Conservation District Advisory Council upon request.

6. Street Lights and Standards -- Existing wooden street light standards within the district should eventually be replaced with traditional early Twentieth Century style standards.
7. Public Utility Features -- Original public utility features, such as watermeter covers, manhole covers and hydrants should be retained, unless replacement is warranted for public health and safety.
8. Historic Plaques and Signs -- Standardized historic plaques and signs marking buildings, streets or the district itself are encouraged and should be consistent in design with City and Federal standards for historic places. As of February, 1986, this standardized plaque has yet to be designed.

B. Open Space Guidelines

Ladd's Addition's parks and open spaces work together with the radial street plan to create the district's special historic character, which can be described as a "residence park," an urban oasis, or a formal garden. The parks were designed and planted in 1909-10. At the same time, continuous rows of street trees were planted on the wide parking strips throughout the district. Although there has been a gradual loss of some original street trees, the remaining rows of mature American Elms and Norway Maples are a unique natural treasure and a significant part of the district character. Ladd's Addition's streetscape is characterized by large trees, broad unbroken parking strips, deep setbacks and open front yards.

1. Park System Design and Plantings -- The historic formal garden design and plantings in Ladd Circle and the rose gardens should be maintained and restored.
2. Park Use -- Ladd Circle is a formal garden and a central "village green," suitable for passive recreation and community gatherings. The rose gardens are formal gardens, suitable primarily for walking and flower appreciation. Pedestrian movement and safety should take priority over vehicle movement in the vicinity of Ladd Circle and the rose gardens.
3. Abernethy Community School Grounds -- The Abernethy Community School grounds and facilities should be improved and maintained to provide a wide range of active recreational activities for district residents of all ages.
4. Street Tree Plan -- A Street Tree Plan adopted by the City for Ladd's Addition governs street tree selection and replacement on each street. Species designated in the plan should be consistent with the character, height, canopy and spacing of a street's original plantings, the width of the parking strip, and the scale and function of the street within the district.

5. Street Tree Conservation, Removal and Maintenance -- All prudent measures should be taken by the City, utility companies and property owners to preserve original street trees, especially the American Elm and Norway Maple. The Street Tree Division will notify the Advisory Council of requests for removal permits. Removal is warranted only when an imminent danger to the public exists. Sidewalk repairs and other excavation or construction near trees should avoid cutting tree roots.

The City is responsible for disease prevention and tree spraying. The City Code makes normal maintenance and pruning the obligation of property owners. Pruning practices should respect natural growth habits; topping and pollarding of street trees is strongly discouraged. Permits from the Street Tree Division are required for the planting, removing, or pruning of all trees except those on private property.

6. Street Tree Replanting -- Replanting of missing street trees must be done in accordance with the Ladd's Addition Street Tree Plan on all frontages. Replanting is required in obtaining tree removal permits.
7. Use of Parking Strips -- Parking strips should be planted with designated street trees and grass. Hedges, shrubs, ground covers, mulches and unapproved street trees are not recommended in parking strips. Overhead utility lines should not extend over parking strips, as such lines conflict with tree growth and the district's visual quality. Parking strips are not to be used for parking areas or for street and sidewalk widening.
8. Private Open Space - Front Yards -- Front and side yards which abut a street should be visually open to the street. Hedges, retaining walls and fences which visually obscure front yards are discouraged. Fences should be kept behind the building lines, as viewed from the street. Original grade should be retained; berms and excavations are discouraged.

II. GUIDELINES FOR NEW CONSTRUCTION

Ladd's Addition, a residential real estate development, was primarily developed in the 25 year span between 1905 and 1930. Although the individual structures from this period represent a variety of styles, including Bungalow, Mission, Tudor and Colonial Revival, they have a continuity of materials, scale, detailing, orientation and setback which creates a uniformity. Structures remaining from this era form the basis of the architectural character of the neighborhood and their features an "architectural vocabulary" which can be used in designing new buildings which will be compatible within the district. The guidelines are intended to insure maximum compatibility of new buildings with historic buildings, not to build "new old buildings" or be exact duplicates of older styles. New Construction Guidelines apply to all new detached structures and to building additions which require a foundation.

1. Siting -- All new buildings should face the street. Commercial buildings should be pedestrian oriented and have a zero front yard setback. All other buildings should maintain the historical front yard setback on the block, usually fifteen feet to twenty feet. The original topography and grade of building sites should be maintained.
2. Building Height -- In areas zoned for single family residential use, new buildings should not be less than one and one-half stories or more than two and one-half stories or thirty-five feet in height. In all other areas, new buildings should not exceed three stories or forty-five feet in height.
3. Building Facade Proportions -- The front facade of non-commercial buildings should be vertical, i.e., higher than they are wide.
4. Foundations -- Non-commercial structures should have foundations which are three to four feet in height and constructed of masonry materials, such as ornamental concrete block, poured concrete with a stucco wash, or stone. Commercial buildings should have foundations which are within six inches of the sidewalk elevation.
5. Exterior Siding Material -- Materials used on new buildings should be consistent with the predominant materials used on buildings of a similar use within the district. On single family residences and duplexes: stucco, horizontal wood siding, wood shingles, or brick or a combination of these materials. On commercial and multiple family residences: stucco and brick. The following materials are discouraged: plywood, used bricks, shakes, exposed concrete block and metal.
6. Roof Form -- Non-commercial buildings should have gable or hip roofs with medium to steep pitch. Dormers and gable roofed projections are encouraged. Commercial buildings should have flat roofs with parapets or false fronts. Detailing of the parapets with cornices and stepping is encouraged.
7. Building Additions -- Building additions should be in keeping with the original architectural character, color, mass, scale, and materials of a building. Additions should be designed to have the least impact upon character-defining features of a building and should be located inconspicuously when viewed from the street.
8. Development Impacts -- All new development should be designed and operated to minimize potential adverse impacts upon surrounding residences and to reduce conflicts with residential uses. Factors to be considered are traffic generation, deliveries, parking, noise, lighting, crime prevention, hours of operation and activity, visual effects and buffering.
9. Front Facade Detailing -- Primary entrances to buildings should be oriented to the street rather than to a rear yard or interior side yard. Front porches and projecting features, such as balconies, bays and dormer windows are encouraged. Blank facades with no windows are discouraged.

10. Windows and Doors -- Windows and doors should be of wood frame and detailed with wood trim. For commercial buildings, storefront windows with large fixed panes below and smaller panes above are encouraged. For other buildings, vertical, double-hung windows, as well as groups of vertical windows which may be horizontal in overall expression, are encouraged.
11. Awnings -- On commercial structures, retractable fabric awnings which are architecturally compatible with historic commercial structures are encouraged. Awnings should fit within window bays.
12. Color -- Earthtones and muted colors which are derived from natural materials, such as stone, brick and soil are encouraged. Use of bright colors, is discouraged.
13. Signs -- For commercial buildings, freestanding signs are discouraged; wall signs, window signs, canopy and projecting signs attached to the building are encouraged. Sign materials appropriate to the 1910's and 1920's, such as painted wood and neon are encouraged. Plastic sign faces are discouraged. Signs should not be the dominant feature of a building or site.
14. Landscaping -- On the sites of non-commercial structures, the retention of front lawns and mature trees is encouraged. The predominant use of ground covers, such as bark mulch and broadleaf evergreens, is discouraged. Landscape elements popular in the 1910's and 1920's are encouraged.
15. Fences and Retaining Walls -- Front and side yards which abut a street should be visually open to the street. Hedges, retaining walls and fences which visually obscure front yards are discouraged. Fences should be kept behind the building lines, as viewed from the street.
16. Parking -- Parking areas and driveways are discouraged in the front yard. Required on-site parking should be located in the rear yard or beneath new construction. Parking areas, providing space for three or more cars, should be screened from adjacent properties; hedges and canopy trees are recommended as screens. No lot within the district should be converted solely for parking use.
17. Crime Prevention -- Crime prevention elements should be included in the design, with specific attention to landscaping, parking areas, walkways, lighting, entries and visibility. Windows and entries should not be obscured. Parking areas, walkways, and entries should be adequately illuminated for visibility.

III. GUIDELINES FOR EXTERIOR REHABILITATION

The architectural character of Ladd's Addition was established in the three decades following the turn of the century. The vast majority of district residences, churches and commercial buildings, built prior to 1930, contribute to a consistent early Twentieth Century neighborhood character. New construction is rare, since few vacant or redevelopable properties exist.

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

To protect the character of Ladd's Addition, exterior rehabilitation should conform to the following guidelines and the Secretary of Interior's Standards for Rehabilitation, a nationally recognized set of guidelines for historic buildings and buildings within historic districts. (An abbreviated set of the Secretary's standards are attached in Appendix A. For the complete set call the Portland Bureau of Planning.) Exterior rehabilitation plans are not subject to formal review by the Landmarks Commission and Advisory Council. However, property owners are urged to informally review their plans for exterior rehabilitation with the Advisory Council.

1. Facades Oriented to a Street -- In rehabilitating existing buildings, the architectural integrity of facades oriented to a street should be maintained. Additions and structural alterations should be limited to the rear and side yard facades and be minimally visible from the street.
2. Foundations -- Changes to a foundation should match or be compatible with the original foundation in height and materials.
3. Exterior Siding Material -- Restoration and maintenance of original siding materials is encouraged. Materials used on additions should match or be compatible with the predominant materials used on the original structure. Most single family residences in Ladd's Addition feature stucco, horizontal wood siding, wood shingles, brick or a combination of these materials. Most commercial and multiple family structures feature stucco and brick. The following materials are discouraged: plywood, used brick, shakes, exposed concrete block and metal.

4. Roof Form -- Repair and alteration of roofs should retain:

- a. The original roof shape and pitch;
- b. Original structural and decorative features such as gables, dormers, chimneys, cornices, parapets, pediments, frieze boards, exposed rafters and other ornamental details; and
- c. Whenever possible the original type, size, color, and pattern of roofing material.

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

5. Front Facade Detailing -- Original entrances to buildings, front porches and projecting features, such as balconies, bays and dormer windows should be retained or restored.

6. Windows and Doors -- Original windows and doors, including trim, should be retained or restored. New windows or windows on additions should match or be compatible with original windows in form, material, type, pattern, and placement of openings. On residences, the removal of original wood sash windows and replacement with aluminum sash is especially discouraged. Restoration of commercial storefront windows with large fixed glass panes below and smaller glass panes above is especially encouraged.

7. Awnings -- On commercial structures, retractable fabric awnings which are architecturally compatible with the historic integrity of the structure are encouraged. Awnings should fit within window bays. Existing, traditional awnings should be rehabilitated.

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

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

10. Front Yards -- On sites of non-commercial structures, retention of front lawns, mature trees and older shrubs and perennials is encouraged. Landscape elements popular in the 1910's and 1920's are encouraged.

The predominant use of ground covers, such as bark mulch and broadleaf evergreens, is discouraged. Original grades should be retained; berms and excavations are discouraged.

11. Fences and Retaining Walls -- Front and side yards which abut a street should be visually open to the street. Hedges, retaining walls and fences which visually obscure front yards are discouraged. Fences should be kept behind the building lines, as viewed from the street.
12. Parking -- Required on-site parking should be located in the rear yard and within original garages, if possible. Original garages should be maintained for vehicle storage and parking and not converted to other uses. Parking areas, providing space for three or more cars, should be screened from adjacent properties; hedges and canopy trees are recommended for screening. Parking areas and driveways should not be placed in the front yard.
13. Crime Prevention -- Crime prevention elements should be included in the design, with specific attention to landscaping, parking areas, walkways, lighting, entries, and visibility. Windows and entries should not be obscured. Parking areas, walkways, and entries should be adequately illuminated for visibility.

John Southgate/lb
Revised March 22, 1986

APPENDIX A
THE SECRETARY OF INTERIOR'S STANDARDS FOR REHABILITATION

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure or site and its environment, or to use a property for its originally intended purpose.
2. The distinguishing original qualities or character of a building, structure or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
3. All buildings, structures and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure or site shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.
8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to any project.
9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment.
10. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.