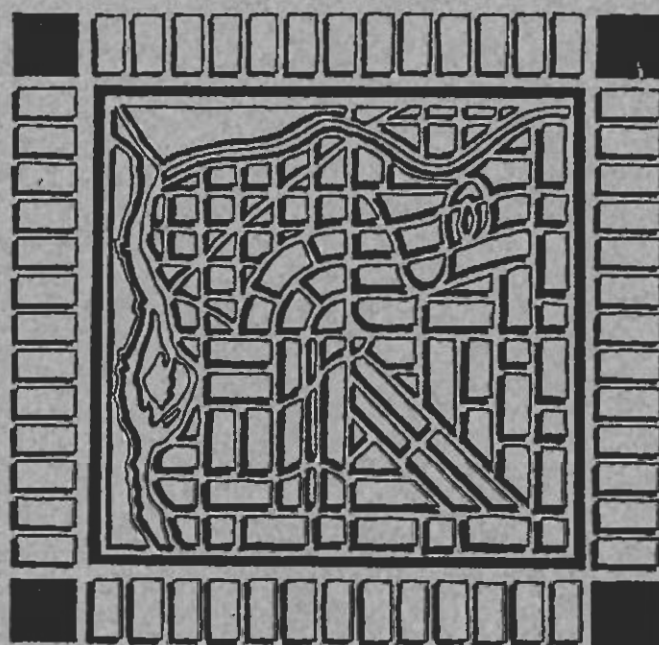


# East Portland Community Plan Project Summary Report



August 25, 1997  
Bureau of Planning  
City of Portland



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## Introduction

The *East Portland Community Plan* (EPCP) was initiated in March, 1996 as the fifth in a series of eight community plans under the *Community and Neighborhood Planning Program*. The initial project was intended to be a three year planning effort to address issues affecting the study area during the next 20 years. The project would have culminated early in 1999 with City Council adoption of the district plan, associated neighborhood plans and zoning amendments.

In November 1996 the people of the State of Oregon passed Ballot Measure 47, a property tax limitation. The resulting budget cuts for the Portland Planning Bureau (a twenty percent reduction in resources for the City and Neighborhood Planning programs) caused the bureau to rethink its long range planning activities.

A decision to focus this fiscal year's efforts on implementation of the *Region 2040 Growth Concept* with special attention to the needs of the mixed use areas (Town Centers, Station Communities and Main Streets), led to the early termination of the East Portland Community Plan in June 1996. While resources were too severely limited in Fiscal Year 1997/98 to continue the EPCP, bureau management hopes to revisit this effort (and the *Community and Neighborhood Planning Program*) in a similar or modified approach in future budget years. This report is intended to be useful to any future planning efforts in the EPCP geographic area.

## Document Layout and Use

The *East Portland Community Plan Project Summary Report* was assembled to provide useful and interesting information to a variety of readers. Staff from city bureaus and other government agencies will find the plan area information and the summary of issues helpful when working on planning activities that affect the area. In addition to interesting facts about the area, neighborhood and business organizations will find information about existing city programs and services. This material was included specifically to assist these groups in addressing problems or concerns raised during the project.

Following this introductory section, *Part I. Project Summary* begins with an outline of the original project objectives and process. A summary of the events, products, and participation processes that actually composed the EPCP effort follows the process discussion. Also included is summary of the key planning issues identified by the community.

*Part II. Trends and Characteristics* contains the material that would typically be contained in the background report for a community plan. It includes information about the history, urban design, people, infrastructure, built and natural environments, economy, and public safety in the EPCP area. The majority of the information is descriptive, although some conclusions are drawn, particularly about the demographic trends. Whenever possible the information in these sections is referenced to the key *Region 2040 Growth Concept* mixed use areas (Town Center, Station Community, Main Street). This tie is made to connect the outcome of the EPCP with future planning efforts related to implementation of the regional planning objectives. Many of these sections overlapping or related information. To assist the reader, the beginning of each section in *Part II.* includes references to other parts of the document that contain related information

In *Part III. Neighborhood Profiles*, material is assembled into a profile of each EPCP area neighborhood. These are intended to be brief overviews, not exhaustive descriptions. Each profile contains selected highlights about the neighborhood including some information about the history, the place, the organizations, and the people.

The EPCP would have produced a number of maps during its development and adoption. *Part IV. Maps* displays the maps that were developed since the project's inception. Two of the maps show existing conditions (*Land Use and Comprehensive Plan*) while the remaining maps show ideas about future land use and development patterns (*Alternative Zoning Concepts and Neighborhood Preference Map*). Information about the appropriate application and use of each map is also included.

In its final section, *Part V. Appendices*, the document provides appendices with detailed information about selected subjects. These include data tables for the demographic information described in *Part II.* *Appendix H.* includes the results of the survey distributed during the initial phases of the public outreach activities. In addition, the document includes a list of selected sources and a glossary of terms.

This document is intended to capture for future use and reference the information gathered and developed as part of the EPCP. Since this project was ended early in its process, much of the information is in a relatively unrefined condition. This should be kept in mind when reading this document or using the data for reference.



# PART I

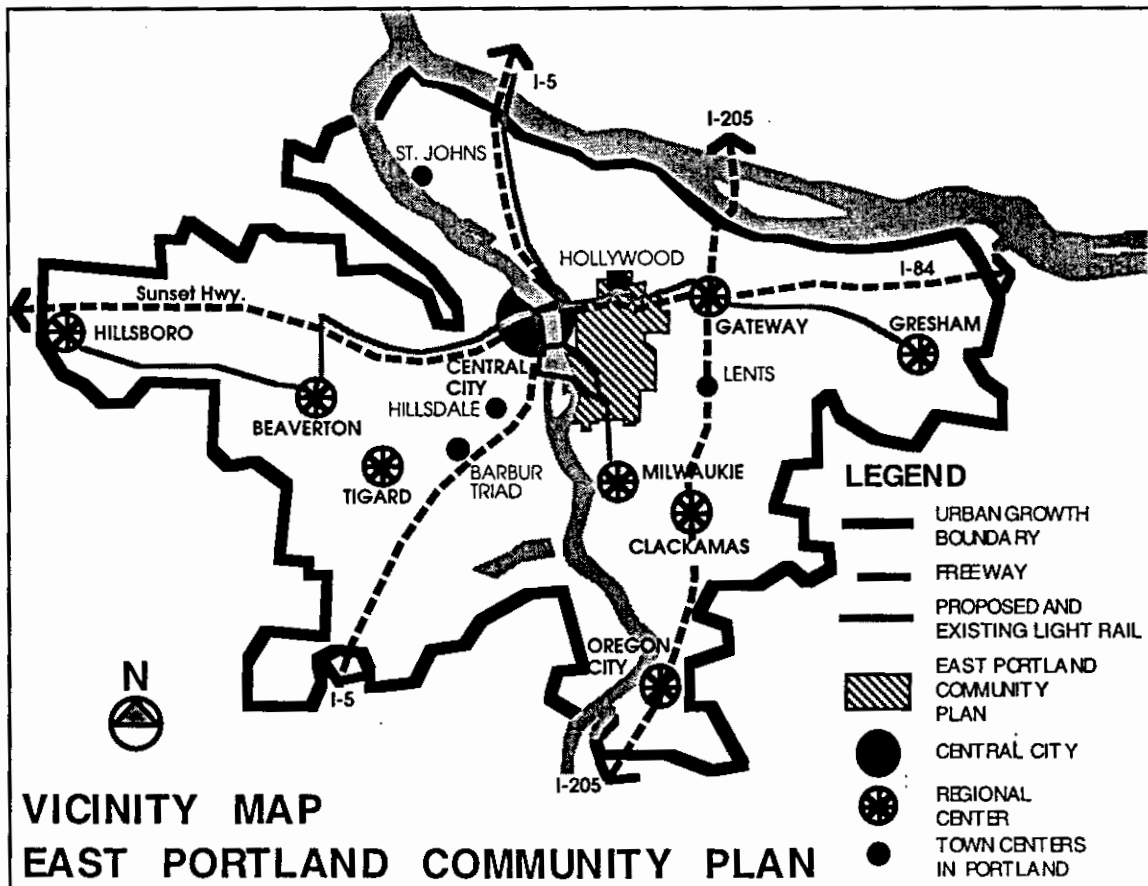
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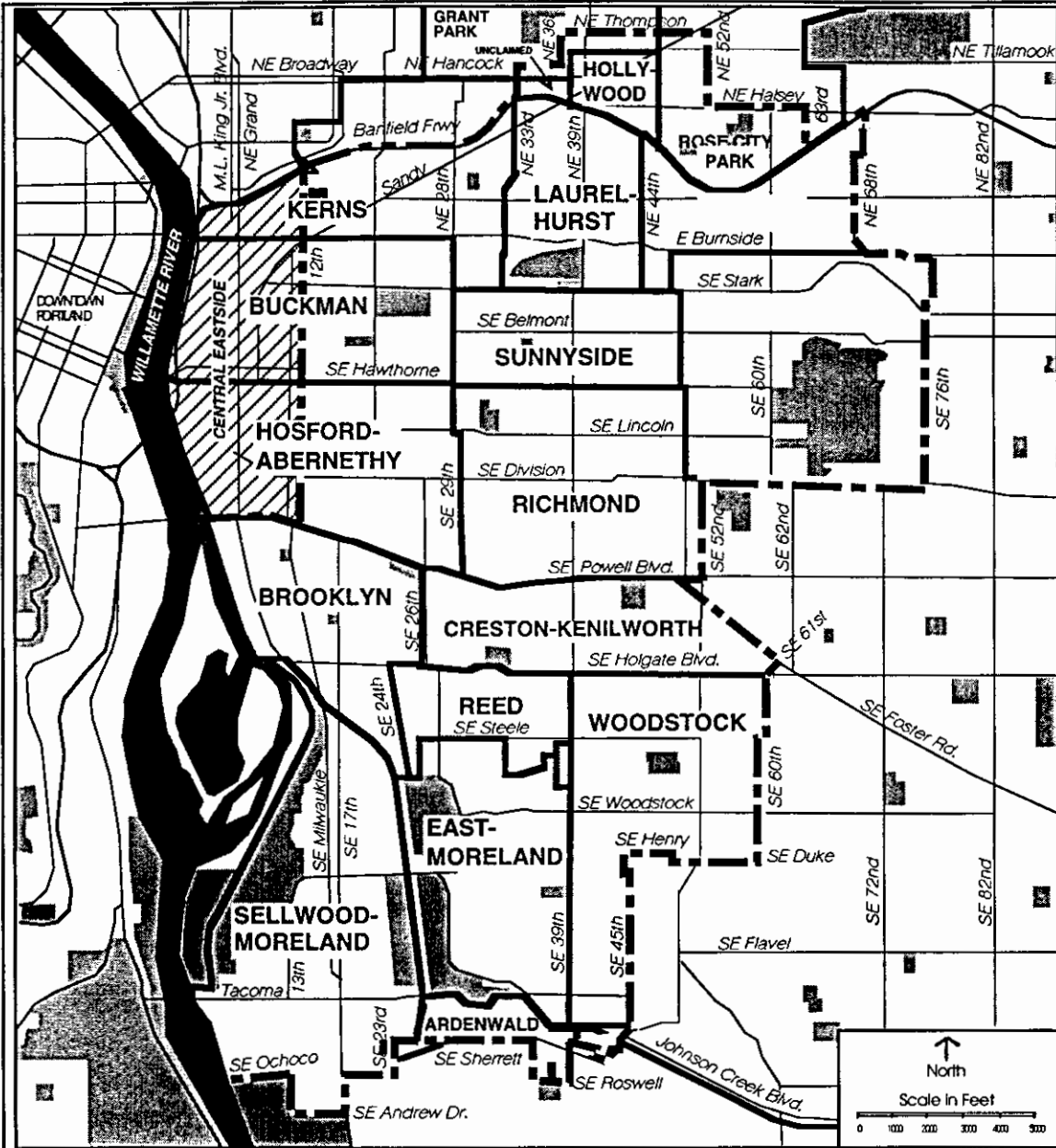
Project Summary

# Original Project Objectives and Timeline

The *East Portland Community Plan* (EPCP) was initiated in March 1996 as the fifth in a series of eight community plans whose scope and boundaries are described in the *Community and Neighborhood Planning Program*. The program was established in 1994 as the city's selected approach to updating the *Comprehensive Plan* and *Land Use Designation Map* which were adopted by the Portland City Council in 1980.




Oregon requires periodic updates of the *Comprehensive Plan* to address changes in development trends, changes in technology and the economy, as well as changes in public attitudes and desires. The *Comprehensive Plan* also needs updating to respond to new state and regional government requirements such as METRO's *Region 2040 Growth Concept* and *Urban Growth Management Functional Plan*. (METRO is the regional government for the Portland metropolitan area.) Within this framework, the EPCP was intended to examine a variety of growth and planning issues affecting the study area over the next 20 years.





# EAST PORTLAND COMMUNITY PLAN STUDY AREA MAP

## LEGEND

-  STUDY AREA BOUNDARY
-  NEIGHBORHOOD BOUNDARY
-  PARKS

A proposed *East Portland Community Plan Process Document* was approved by the Portland Planning Commission in September 1996. That document described the overall goals of the EPCP and the project's process, time line, and work program. The products that were defined in the *Process Document* included:

- an *East Portland Community Plan* to update Portland's *Comprehensive Plan*;
- new or updated neighborhood plans for up to fifteen neighborhoods;
- action charts prioritizing desired improvements along with willing implementers; and
- changes to the *Comprehensive Plan* and *Land Use Designation Map* that would accommodate growth and enhance the area's livability.

In the document the plan area was defined to include the land generally bounded by the Banfield Freeway and Northeast Thompson Street on the north, Northeast Seventy-sixth and Southeast Forty-fifth Avenues on the east, the city boundary on the south, and Twelfth Avenue and the Willamette River on the west. The area is approximately 17 square miles, encompasses all or portions of eighteen neighborhoods, and in 1990, almost 100,000 people lived there.

Since the EPCP was developed under the *Community and Neighborhood Planning Program*, the project work scope, objectives, and benchmarks were largely established by the program. Under the program, community plans address the full range of *Comprehensive Plan* goals including land use, economic development, housing, open space, transportation, public safety, and urban design. In addition, they address other planning issues that are significant to each plan's area. The adopted program document requires that community plans:

- increase potential housing opportunities and ensure that Portland continues to meet state and city housing targets;
- evaluate business corridors and, where appropriate, increase the depth of commercial zoning to enhance these areas' competitiveness with other business locations;
- update existing plan districts;
- implement aspects of the state's *Transportation Planning Rule* (TPR) which relate to the city's zoning map;
- address the needs of large medical and educational institutional uses and apply the institutional zone where appropriate;
- up zone in conformance with the *Comprehensive Plan Map*, where services are available;

- update and implement State Goal 5 inventories which include historic resource protection; and
- implement the fair housing and social service siting objectives and address goals of the *Countywide Housing Affordability Strategy* (CHAS).

Since 1994, when the community planning program was approved, METRO's *Regional Growth Concept* and *Urban Growth Management Functional Plan* have been adopted. The establishment of housing and employment growth goals for the city of Portland and the designation of certain design types associated with the *Urban Growth Management Functional Plan* further clarified issues that were to be addressed in the EPCP.

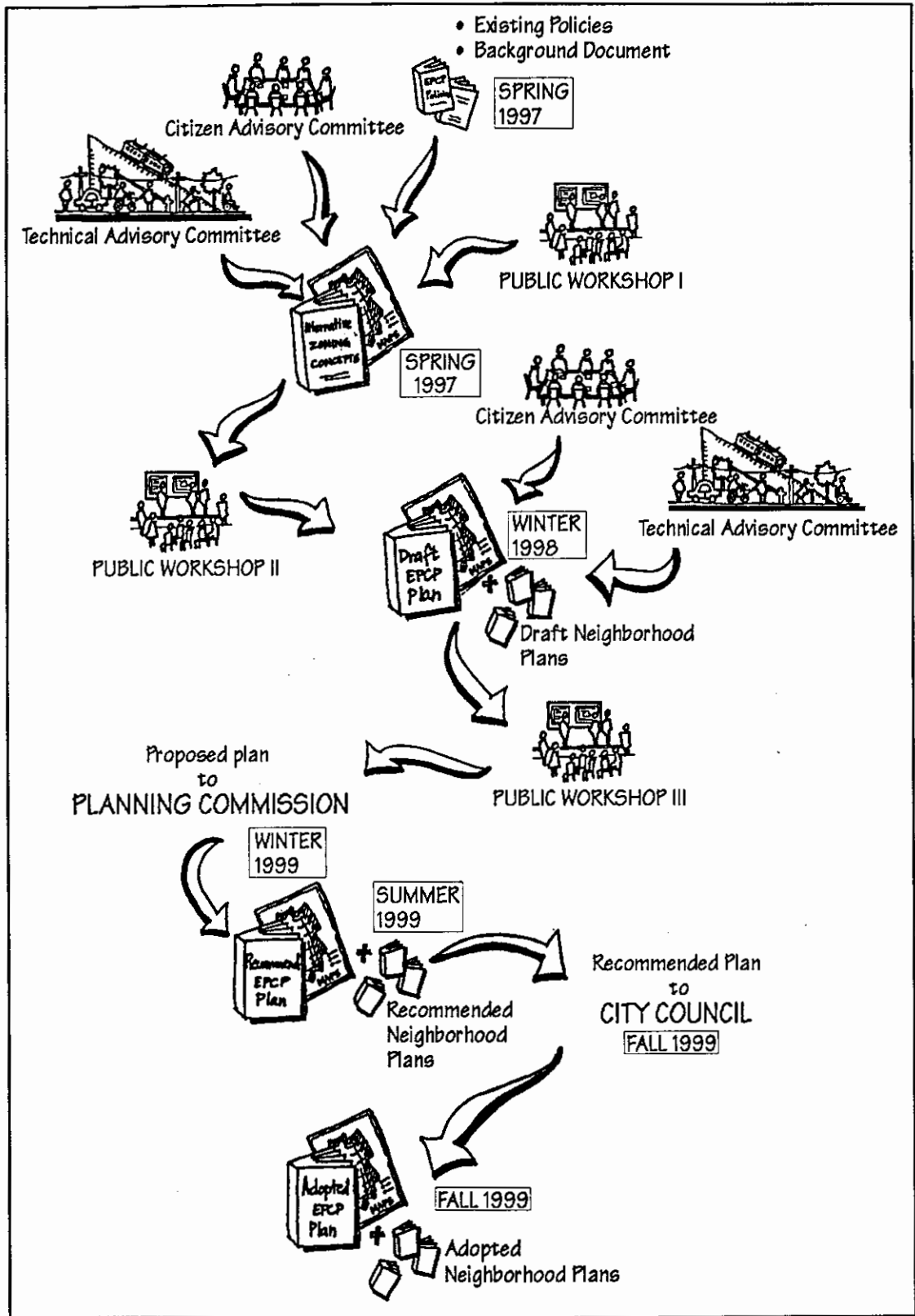
In the *Process Document*, the goal of the EPCP was defined:

**To build upon the strengths and special features of East Portland, to make its neighborhoods better places to live, do business and recreate, and to assure that East Portland continues to contribute to the vitality of the city as a whole.**

Specific objectives to meet this goal were developed in eight topic areas. The planning objectives tied the project to the adopted *Community and Neighborhood Planning Program* benchmarks and included references to specific products, the public participation process, and compliance with state and regional mandates. Other objectives were grouped by the *Comprehensive Plan* topic areas. In all, the process document enumerated fifty-five project objectives.

The work program and desired schedule for the EPCP were also established in the *Process Document*. As a part of the *Community and Neighborhood Planning Program*, the EPCP was anticipated to be a three year project. The project was originally scheduled for completion early in 1999. However, in January 1997 the completion date was shifted to late 1999 to reflect delays encountered early in the project implementation.

The project process outlined in the *Process Document* detailed the tasks that would be undertaken with an approximate schedule required to complete each one. These tasks were similar to those used in previous community planning efforts. The general steps in the process, the public and technical participation opportunities, the products, and schedule are shown on the next page.



## Project Overview

The *East Portland Community Plan* (EPCP) was initiated in March 1996. Between March and September 1996 the project was in a gear-up phase. The land use inventory was begun, the project's process and work program were established, and additional staff was added to the project. In September the Planning Commission reviewed and approved the *East Portland Community Plan Process Document*.

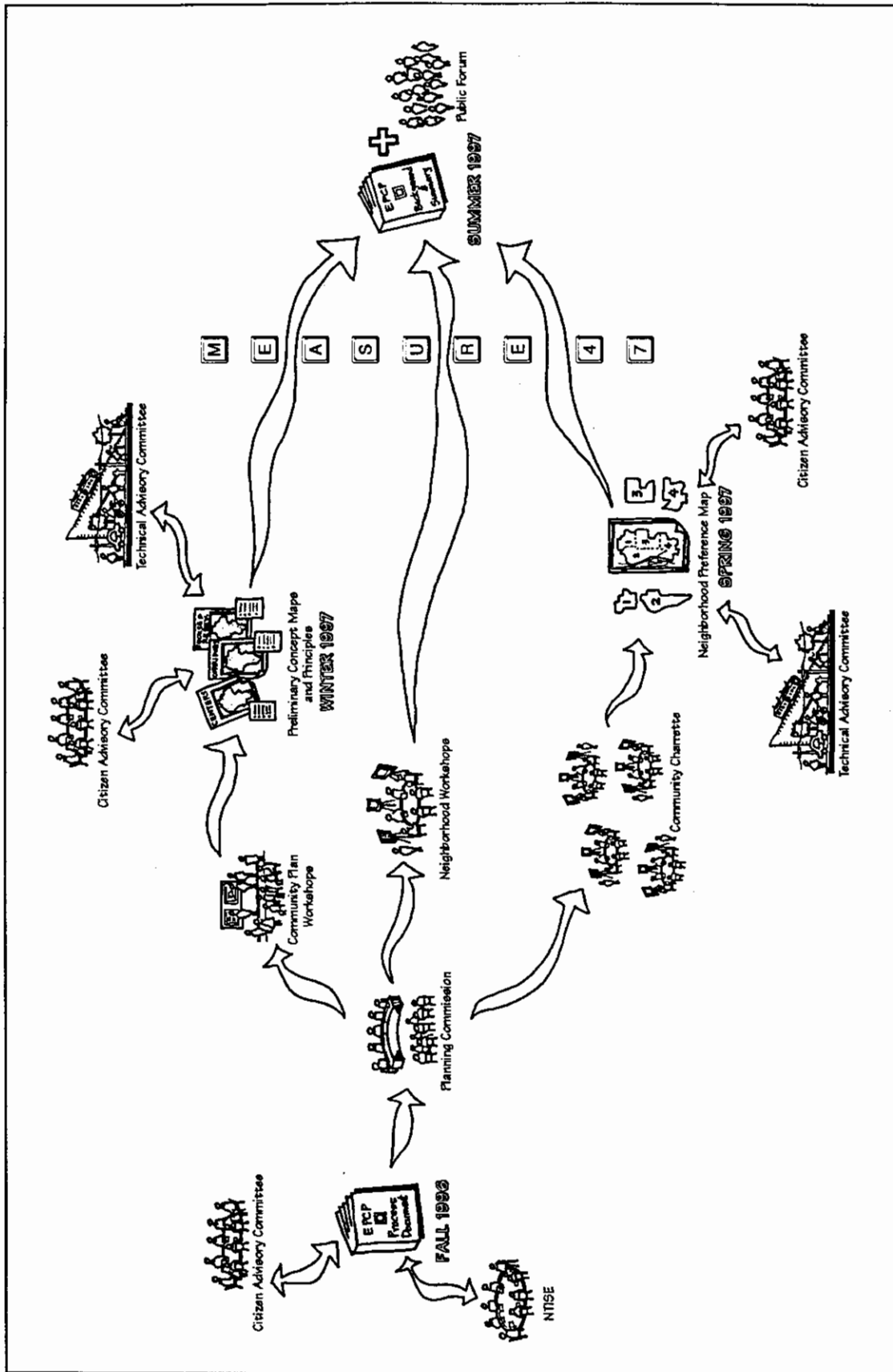
Following that, the project moved into the second phase which included data collection and analysis, initial community input opportunities, and development of *Alternative Zoning Concepts*. It was also shortly after the Commission's approval of the *Process Document* that Measure 47 was passed by the voters and the possibility that the EPCP would not continue after June 30, 1997 was first raised.

Between January 1997 and April 1997 the EPCP project continued in a state of significant uncertainty. This was due to both the funding question as well as events in the *Southwest Community Plan* which were raising questions about the overall process used in the *Community and Neighborhood Planning Program*. In particular, the EPCP Citizen Advisory Committee was concerned that *Alternative Zoning Concepts* developed by Bureau staff with little direct community input could be ill received by the public.

During this time a housing production goal for the EPCP was considered and adopted by the Planning Commission. The goal was stated as a range, 10,000 to 12,200 new housing units, and was developed as part of a citywide analysis. This analysis examined different methodologies to allocate the housing goals established in the *Urban Growth Management Functional Plan* to each community plan area.

In early May 1997, the release of preliminary budget figures by City Council indicated that the EPCP would not be funded in FY 1997/98. The project then moved into a shut down phase in which the focus was on capturing as much of the work completed to date for future use by the Bureau and the community. That work is contained in this document and the EPCP process ends with its publication.

The following sections provide greater detail about the events that made up the EPCP process, the participation bodies that informed the process, and the products that were completed during the project. The general process that was followed between March 1996 and July 1997 is shown in the timeline on the next page.





## Events

### Kick-Off Workshops

EPCP staff hosted four workshops in fall 1996. The workshops occurred in separate locations within the plan area and provided information to the public about the EPCP process. The workshops gave opportunities for people

EPCP KICK-OFF WORKSHOPS
<p>Monday, Sept. 30, 1996 4 PM to 8 PM Community Music Center 3350 SE Francis Street</p>
<p>Saturday, Oct. 5, 1996 9 am to noon Western Baptist Seminary 5511 SE Hawthorne Boulevard</p>
<p>Saturday, Oct. 19, 1996 9 am to noon Woodstock Community Center 5905 SE 43rd Avenue</p>
<p>Wednesday, Nov. 6, 1996 4 PM to 8 PM Hollywood Senior Center 1820 NE 40th Avenue</p>

to voice their opinions to Planning Bureau staff on how growth affects them and how growth should be directed within the plan area. A total of 141 people attended the workshops.

Each workshop had an "open house" format. Planning staff invited participants to review displays showing the adopted state, regional, and local policies that act as constraints on the planning effort, as well as maps showing existing conditions in the plan area. Display boards also provided information on neighborhood associations and citizen participation. Review of the materials on display was self-guided, and staff was available to answer questions.

After reviewing the materials, participants were able to join in a facilitated small group discussion. Participants could also

complete a 10-question survey. Refer to *Appendix H.* for the results of the group discussion and the survey.

Besides the formal workshops, EPCP staff made presentations on the plan for various community organizations, including several neighborhood and business associations, the Southeast Uplift Land Use Committee and Board of Directors, and Neighborhoods Transforming Inner Southeast (NTISE).



## Low Income Outreach

Through a grant to Southeast Uplift, the Inner Southeast Community Plan Outreach Program (ISCPOP) was initiated. (Funds for this grant came from the Portland Bureau of Housing and Community Development.) The program was developed to involve low income residents, who are often not reached by public participation formats, in the community planning process.

Early in the project, the outreach coordinator worked with the Planning Bureau to assure representation from organizations serving low income residents on the Citizen Advisory Committee (CAC). Other initial efforts included developing a mailing list and newsletter targeting low income residents and service organizations. The outreach coordinator and EPCP staff also worked with low income neighborhoods in development of their neighborhood plans, conducted surveys, and held presentations on the planning process at meetings of low income citizens.

Due to their low median incomes, Kerns, Creston Kenilworth, and Sunnyside were eligible to receive targeted planning funds through this program. Creston Kenilworth and Sunnyside began planning efforts before the initiation of the outreach program, and received assistance in conducting surveys in their neighborhoods through the program. Kerns had previously completed a neighborhood plan in 1987 and did not request assistance through the program.

During fall and early winter 1996, the Planning Bureau staff and the ISCPOP outreach coordinator organized information sharing and input opportunities through various social service organizations. Twenty-eight organizations in the plan area were contacted to participate, and eight worked with the low income outreach coordinator to set up meetings.

**Low-income residents were contacted through the following organizations:**

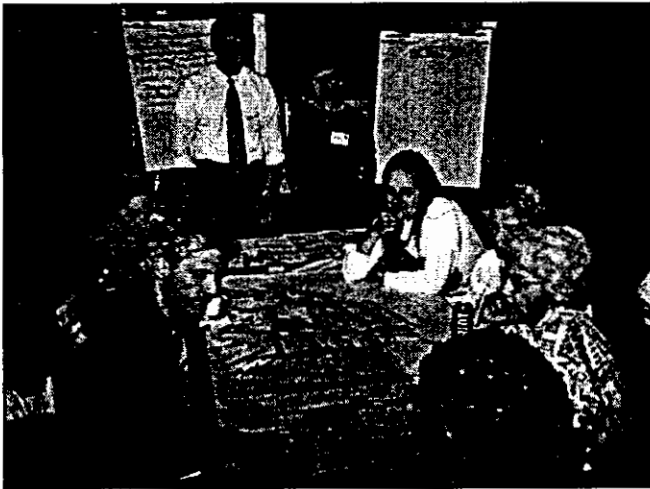
- Loaves & Fishes
- FISH Emergency Assistance Ctr.
- Portland Impact
- JOIN: A Center for Involvement
- Youth Progress Association
- Indochinese Socialization Ctr.
- Miracle Temple of Portland
- Russian Social Services of OR

Portland State University students taking part in a class designed to provide students with community-based learning experiences also assisted the low income outreach effort. The students helped the coordinator with interviews, data entry, analysis of surveys, and event reports. The low income outreach coordinator, students, and EPCP staff spoke with 260 low income citizens, including seniors, homeless teens, homebound residents, and non-English speaking immigrants. The formats for the meetings varied with the audience and time and space available. Some meetings included a brief presentation on the planning process, followed by completion of a survey; others involved an interactive discussion of planning issues. In

some instances planning staff and volunteers conducted personal interviews with clients at the social service organization.

### CAC/Community Charrette

On May 17, 1997, the EPCP CAC held a charrette with neighborhood and business association representatives to develop a *Neighborhood Preference Map* for the plan area. All neighborhood and business associations within the plan area were invited to select a designee to attend the charrette, and appropriate EPCP Technical Advisory Committee (TAC) agency representatives were also invited to attend.

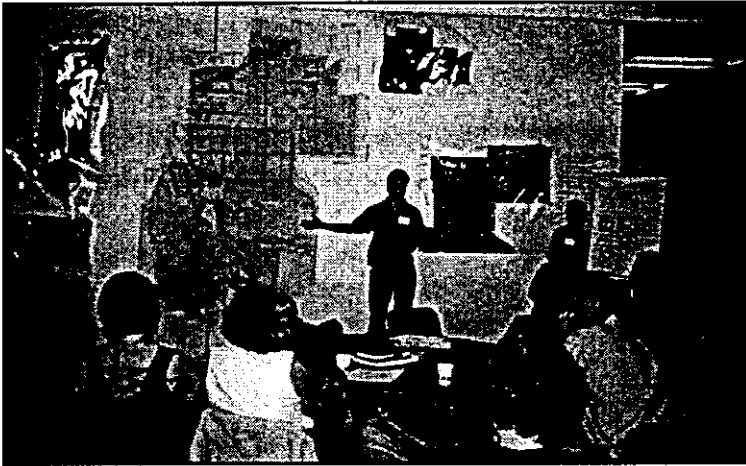


The event began with a welcome from the chair of the CAC, followed by a staff presentation on EPCP planning process, applicable policies, and the day's activities and materials. Participants in the charrette broke into four small groups based on geographic area to develop their sections of the *Neighborhood Preference Map*.

The groups were facilitated by two CAC members and two staff people from Southeast Uplift. Bureau of Planning staff acted as recorders for the small group work sessions, and TAC agency staff floated between groups to answer questions. The small group work sessions included: creation of a conceptual overview for the area; application of the development types to the area; and identification of opportunity area for encouraging additional residential densities beyond the identified neighborhood preference.



After the small group work sessions, the participants reassembled, and each small group reported to the larger group on the preference map they had developed. After the presentations, the pieces of the map were assembled to form the entire EPCP area. Two CAC members facilitated a large group discussion of specific areas along the boundaries between sections and overriding areas of concern. Bureau of Planning staff gave feedback on the resulting preference map in the context of the policies discussed in the opening informational session.



At the close of the event, participants provided feedback on what they felt worked and did not work about the charrette. Later, participants were also asked to evaluate the event through a mailed questionnaire. CAC members and participants indicated that the most valuable

aspect of the charrette and development of the map was the give-and-take that took place between neighborhoods over common boundaries and issues.

The map produced during this event is described in the "Products" subsection and shown in *Part IV. Maps*.

## **Participation Bodies**

### **Citizen Advisory Committee (CAC)**

According to the *EPCP Process Document*, the EPCP CAC was established to:

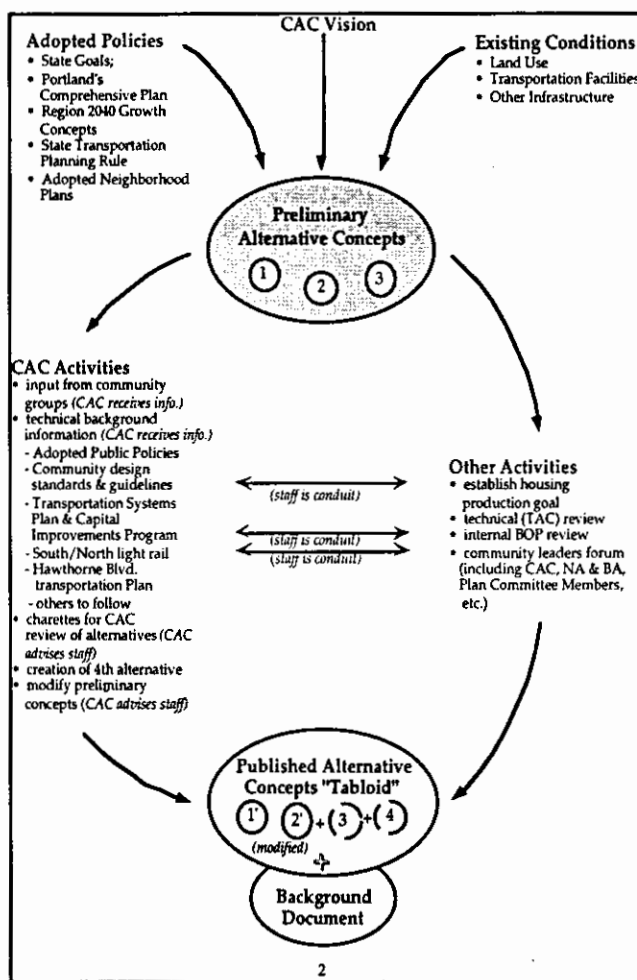
- consider the diversity of interests found in the entire plan area;
- assist in evaluating the planning process; and
- discuss issues of importance to the community as a whole.

The CAC was responsible for assisting the Planning Bureau with the development of a program that promoted citizen involvement in the planning process. They also were asked to assist in the implementation of the citizen involvement program and evaluating the process being used for citizen involvement. Individuals with expertise or experience in an array of EPCP area community interests were sought for membership on the CAC.

Attention was paid to maintaining a general geographic balance for the plan area among representatives.

Recruitment for the CAC began in May 1996 when letters were sent to community leaders and a press release was sent to an extensive list of media contacts. From a pool of thirty-nine applicants, City Commissioner Charlie Hales appointed eighteen community members to the CAC. Over the course of the following year, three of those members resigned from the committee and three additional members were recruited and appointed.

The first meeting of the CAC was held on August 14, 1996, and the final meeting was held June 18, 1997. During this period, the CAC met eighteen times, with an average of just under twelve members attending each meeting.



From August to December 1996, the CAC meeting agendas focused on setting procedures for the committee, reviewing and becoming familiar with the EPCP process, and listening to presentations on city policies and projects relevant to the EPCP area. The CAC requested and received a great deal of written information as well as presentations. These included the Community Design Guidelines and transportation planning, including state and city policies and plans for the South/North light rail. Members of the committee also participated in a visioning process geared toward identification of existing land use patterns that could inform the development of principles for the *Alternative Zoning Concepts*. This included brainstorming a list of community assets.

Planning Bureau staff asked the CAC to review preliminary *Alternative Zoning Concepts* at the January 1997 meeting. Many CAC members expressed concern at this meeting that they lacked adequate information on the specific

issues and concerns of individual neighborhoods to undertake this review. In response to this concern, the Planning Bureau arranged for additional meetings in February and March so that all EPCP neighborhood and business associations could make presentations to the CAC.

The CAC also discussed corollary issues at this time including:

- a proposal from members of the CAC to adjust the EPCP process to incorporate direct neighborhood input prior to publication of the *Alternative Zoning Concepts*;
- changes in the Planning Bureau's work program following budget cuts required by the passage of Ballot Measure 47; and
- the consideration and adoption by the Planning Commission of a housing production range for the plan area.

Following an extensive discussion of a revised EPCP process, the CAC decided to hold an all-day charrette with EPCP neighborhood and business associations to develop a neighborhood preference map for the area. A CAC subcommittee formed to meet with EPCP staff to organize the details of the charrette in March and April. The charrette is described in the "Events" subsection. During this time, the agendas of the CAC focused on responding to the EPCP housing production goal and reviewing the *Alternative Zoning Concepts*.

It became increasingly clear during this period that the EPCP would not be funded into the next fiscal year. The CAC spent its last meetings in May and June 1997 debriefing their review of the *Alternative Zoning Concepts* and the community charrette. City Commissioner Charlie Hales attended the CAC's final meeting to discuss next steps and other issues.

#### **Technical Advisory Committee (TAC)**

The EPCP TAC was formed in the fall of 1996, and included representatives from the following city of Portland agencies: Bureau of Planning; Bureau of Environmental Services; Office of Transportation; Bureau of Parks and Recreation; Bureau of Fire, Rescue and Emergency Services; Bureau of Water Works; Bureau of Buildings; Bureau of Police; and the Bureau of Housing and Community Development. The committee also included representatives from the city of Milwaukie Planning Department, Northwest Natural Gas, Oregon Department of Transportation, METRO, Tri-Met and Portland General Electric. A total of twenty-one technical agency representatives served on the TAC.

The first TAC meeting was held on November 4, 1996, and the final meeting date was April 7, 1997. The TAC met formally five times during that period, with an average of fourteen members attending each meeting.

At their first three meetings, members of the TAC discussed the EPCP *Process Document* and procedures, and technical agency projects and efforts in the plan area. Members also identified expected infrastructure issues for the plan area as well as opportunities and constraints in service delivery for the area. METRO, the Portland Bureau of Parks and Recreation, and the Portland Fire Bureau provided the Planning Bureau with written feedback on issues related to the plan.

The TAC responded to the Planning Bureau's *Alternative Zoning Concepts* at their February 1997 meeting. Their comments included advice on the presentation of the *Concepts* to the public, as well as specific areas of concern with individual *Concepts*.

The TAC did not meet formally in March, but representatives from various technical agencies met with EPCP staff in individual meetings to provide further review and feedback on issues raised in their initial examination of the *Concepts*. Forty-four technical agency representatives participated in these reviews from nine agencies. These included the Portland Fire Marshal, Tri-Met; Portland Bureau of Environmental Services; Portland Bureau of Fire, Rescue, and Emergency Services; Portland Bureau of Parks and Recreation; Portland Development Commission; Portland Office of Transportation; Portland Bureau of Water Works; and METRO. Meetings with the Portland Fire Marshal and Portland Development Commission resulted from issues raised in the preliminary round of reviews even though these agencies did not have a formal TAC liaison. A follow-up meeting was held jointly with the Portland Bureau of Parks and Recreation and Bureau of Environmental Services to discuss shared concerns.

At its final meeting, the TAC reviewed the EPCP housing production range and accompanying white paper. They discussed individual concerns about the context in which the issue was presented and growth management in general. The TAC was notified in May 1997 that its meetings were being suspended due to uncertainty about the future of the EPCP project.

Fifteen representatives from technical agencies participated in the CAC/Community Charrette on May 17, 1997. TAC members and other staff from the following Portland bureaus were present: Bureau Fire, Rescue, and Emergency Services; Office of Transportation; Bureau of Environmental Services; Bureau of Housing and Community Development; Portland Development Commission; and Bureau of Parks and Recreation. Representatives from METRO, Tri-Met, Oregon Department of Transportation, Portland Public Schools, and Multnomah County also attended. Many of the technical agencies supplied maps and other data about the plan area for use at the charrette.

TAC members also reviewed relevant sections of the *EPCP Project Summary Report* in June 1997. Members were asked to provide comments and corrections to assure that information contained in this report is accurate. They were also asked to provide information about existing programs that might be useful to its readers.

#### **Hollywood/60th & Glisan Station Area Working Group (HSAWG)**

The Bureau of Planning convened a working group to consider the *Region 2040* Town Center and Station Community concepts in Hollywood and at the Sixtieth Avenue MAX station. The group included a delegate from each of the four affected neighborhood associations, two business associations, and the local non-profit development corporation. Additional delegates participated from Providence Hospital, which has a major institutional presence in the area, and public agencies including the Portland Office of Transportation, Portland Development Commission, Tri-Met, and METRO. HSAWG met twice, in February and April of 1997, to better define the Town Center and Station Community concepts and to address implementation issues.

#### **Neighborhood Plan Committees**

EPCP staff worked with many neighborhoods in the plan area with the intention of creating or updating neighborhood plans as part of the EPCP project. Staff worked with existing or newly-formed committees toward the goal of developing neighborhood plans. Planning Bureau support of neighborhood planning efforts was one of the first aspects of the EPCP work program to be directly impacted by Ballot Measure 47 budget cuts. Neighborhood associations involved in planning efforts were notified in May 1997 that the Bureau of Planning would no longer be able to provide staff support to these efforts.

Ten EPCP area neighborhoods elected to work with EPCP staff on creating new, or updating existing, neighborhood plans. The neighborhood associations of Brooklyn, Richmond, Buckman, and Woodstock elected not to work with EPCP staff on a planning effort because they had recently completed plans. Ardenwald, Grant Park, and Rose City Park were not provided with Bureau of Planning staff support for individual neighborhood plan efforts because only a small portion of these neighborhoods falls within the EPCP area. Ardenwald participated in Eastmoreland's planning effort, while Grant Park and Rose City Park participated in Hollywood Town Center planning efforts.

Nine neighborhoods held workshops as part of their neighborhood planning processes: Center, Creston Kenilworth, Eastmoreland, Hollywood, Hosford-Abernethy, Mt. Tabor, Reed, Sellwood-Moreland, and Sunnyside. Many of



the neighborhoods also conducted surveys and worked extensively with EPCP staff on drafting components of their plan documents. EPCP staff also used information they gathered through individual neighborhood planning processes in the development of the *Project Summary Report* and *Alternative Zoning Concepts*.

Sellwood-Moreland was the only neighborhood association in the plan area that had voted to approve its neighborhood generated plan prior to June 30, 1997. Their plan resulted from several years of work on the plan predating the EPCP. The Sellwood-Moreland plan is in the city review and adoption phase with completion anticipated in January 1998.

The Bureau of Planning continues to work on the Creston Kenilworth and Sunnyside neighborhood plans through an inter-agency agreement with the Bureau of Housing and Community Development. Plans for these neighborhoods will be completed in summer 1998.

In many of the neighborhoods, work on a neighborhood plan continues without Bureau of Planning staff assistance. Some neighborhoods, such as Reed, are seeking outside funding for continuing their process, while others, such as Hosford-Abernethy and Mt. Tabor, are working independently on plans which may be adopted by their neighborhood associations alone. The Kerns and Hollywood neighborhoods expect to continue working on neighborhood issues under the bureau's new work program which will include a focus on the Hollywood Town Center and Sandy Boulevard Main Street.

Although the future form of neighborhood planning remains unclear, neighborhoods have in the past completed neighborhood plans outside the framework of the *Community and Neighborhood Planning Program*. The plans are valuable as internal documents stating neighborhood preferences and concerns, and the planning process itself creates a more cohesive vision within the neighborhood. EPCP area neighborhoods were encouraged to continue working independently. They were also advised to focus their attention to the *Region 2040* mixed use areas in their neighborhoods since these areas will be included in the Planning Bureau's work program.

### **Neighborhoods Transforming Inner-Southeast (NTISE)**

Information about NTISE was provided by staff from Southeast Uplift.

Neighborhoods Transforming Inner-Southeast (NTISE) is a grass-roots committee made up of neighborhood and business advocates. The group formed as an independent body to monitor the EPCP process and its citizen participation efforts. With the conclusion of the EPCP, the group continues to

meet in combination with former EPCP CAC members and other interested citizens, to respond to future planning efforts in the area.

NTISE was formed following the efforts of southeast Portland neighborhood activists to move up the initiation date for the EPCP, originally scheduled for July 1996. In the Spring of 1994, the board of Southeast Uplift was successful in its efforts to urge the City Council to begin the community plan earlier in 1996. Southeast Uplift hosted four public workshops in late 1995 to lay out the concerns and issues that needed to be addressed.

NTISE officially began meeting as a group in March 1996. Its mission included:

- provide a forum for issue discussion and advocacy;
- examine issues related to the EPCP; and
- provide recommendations for action, where appropriate, to the Bureau of Planning, other city agencies, the Planning Commission, and the City Council.

All neighborhood and business associations located within the plan area received notice of monthly NTISE meetings. Participation in NTISE was open and voluntary, with no formal membership, and all meetings were open to people interested in the EPCP process. Action was based on consensus. Meeting attendance ranged from eight to as many as 25 people.

Southeast Uplift continued to be integral to NTISE by providing meeting space, technical and administrative support, and meeting facilitation. The EPCP Project Manager, and other EPCP staff members, attended many NTISE meetings, providing updates on the EPCP process and answering questions.

Over its tenure, NTISE developed a list of action items and goals for the EPCP to incorporate. The list was based on the refinement of shared goals and objectives from adopted EPCP area neighborhood plans. The group also tried to develop a process to identify additional goals for the plan area. NTISE's top concerns included, but were not limited to, addressing mismatched zoning between commercial and residential uses, parking, traffic congestion, density, and up-zoning in residential areas.

Following the decision to discontinue the EPCP, NTISE participants continued to meet. Over the summer of 1997, they lobbied the City Council to either continue the plan or to reorganize the Planning Bureau's work to allow for more direct public involvement. The group is currently working with other interested parties to develop ideas and goals for the future work program of the Planning Bureau. A major emphasis of current NTISE efforts is advocacy for a focus on neighborhood planning needs within *Urban Growth Management Functional Plan* implementation.

## Products

The following list of EPCP work products is given in order of each task's start date. These products are described in detail in the sections that follow.

- Land use inventory
- *Process Document* and addendum
- *Eastside Mosaic* newsletter
- *Synopsis of Applicable Public Policies*
- *Alternative Zoning Concepts*
- *Neighborhood Preference Map*
- *Project Summary Report*

## Land Use Inventory

Work on the land use inventory began in the spring of 1996. The field inventory work was completed in December 1996 and the mapping work was completed in July 1997. The inventory information was collected and recorded in a format that allows it to be integrated into the Bureau's Geographical Information System (GIS). (GIS is a computer mapping and analysis application that links database information to geographic locations.) This allows the various data attributes collected in the inventory to be mapped and analyzed through the GIS; significantly increasing flexibility and speed over prior methods. The EPCP inventory was the first to be integrated with the GIS.

LAND USE INVENTORY SHEET			
Quarter Section Map Number	3333	Year Built	
Tax Account Number	R226700280	Stories	
Address			
Property	Lot 8	of Block 2	
Addition	EAST PORTLAND HTS		
Existing Land Use			
<input type="checkbox"/> Vacant Land			
<input checked="" type="checkbox"/> Open Space			
<input type="checkbox"/> Single-Family Residential			
<input type="checkbox"/> Duplex			
<input type="checkbox"/> Multi-Family Residential			
<input type="checkbox"/> Retail Sales and Services			
<input type="checkbox"/> Office			
<input type="checkbox"/> Vehicle Service, Sales, and Repair			
<input type="checkbox"/> Commercial Parking			
<input type="checkbox"/> Commercial Recreation			
<input type="checkbox"/> Manufacturing And Production			
<input type="checkbox"/> Warehouse And Distribution			
<input type="checkbox"/> Institutional			
Number of On-Site Parking Spaces	0		
On-Site Parking Location			
<input type="checkbox"/> Entire Site Is Parking			
<input type="checkbox"/> Between Structure and Street			
<input type="checkbox"/> Beside Structure			
<input type="checkbox"/> Behind Structure			
<input type="checkbox"/> In Attached Structure			
<input type="checkbox"/> In Detached Structure			
<input type="checkbox"/> Off Alley			
Field Notes	Piccolo Park		
Date Entry Person	Jg	4/18/96	

Thirteen land use types were documented by the inventory. The categories included: vacant land; open space; single-dwelling residential; duplex; multi-dwelling residential; retail sales and service; office; vehicle services, sales and repair; commercial parking; commercial recreation; manufacturing and production; warehouse and distribution; and institutional. In addition to noting the existing land use, staff recorded other property characteristics, including the number and location of parking places, presence of mixed use development and type of mixed use, the number of residential units, the characteristics of the street frontage (e.g. utilities, curbs, street trees), and the presence of an alley.

Staff conducted a test of the land use inventory data sheets and resulting information in April 1996. Five part-time Planning Bureau interns conducted the field work and entered the data from May through September 1996 in the original plan area. After September, field work and data entry was also compiled for the portion of the plan area north of the Banfield, which had been added in July 1996. Data was also collected for the Central Eastside Industrial District, to update the *Central City Plan* land use inventory completed in 1988. All field work and data entry was completed in December 1996.

The next two months were spent cleaning up the database, accounting for questionable entries, and tracking down discrepancies among the over 35,000 records. Using GIS, the EPCP team printed a draft land-use map in January 1997. After quality checking revealed inaccuracies in the original draft map, a new base map was generated in the spring of 1997. This map had a higher degree of accuracy and is shown in *Part IV* of this report.

### **Process Document and Amendment**

The EPCP process was described in a *Process Document*, developed over the summer of 1996. The document explained the context for the EPCP and contained the project parameters, scope, and work program. It also detailed the public outreach and involvement program. One of the proposals in the *Process Document* was to change the plan's name from the Inner Southeast Community Plan to the *East Portland Community Plan*. This followed the precedent of the *Albina Community Plan* in the use of an historic name. It also clarified that the plan area, like the city of East Portland, included areas in northeast as well as southeast. The *EPCP Process Document* was approved by the Portland Planning Commission following a public hearing on September 24, 1996.

In April 1997 an addendum to the *Process Document* was adopted by the Planning Commission. This addendum established a housing production goal for the EPCP. This goal was stated as a range, 10,000 to 12,200 new housing units. Previously, a goal for the production of new housing in each community plan area had been established when the plan was adopted. This practice was changed when the Planning Commission decided to set a housing goal for the *Southwest Community Plan* when it adopted the *Southwest Community Plan Process* document in June 1996. In establishing a goal for the EPCP, the commission also wanted to be certain that the citywide housing goal established through the *Urban Growth Management Functional Plan*, 70,704, could be met.

On April 15, 1997 Planning Bureau staff presented a white paper on the citywide analysis of this issue and recommended to the Planning Commission a methodology for allocating the 70,704 housing units. The

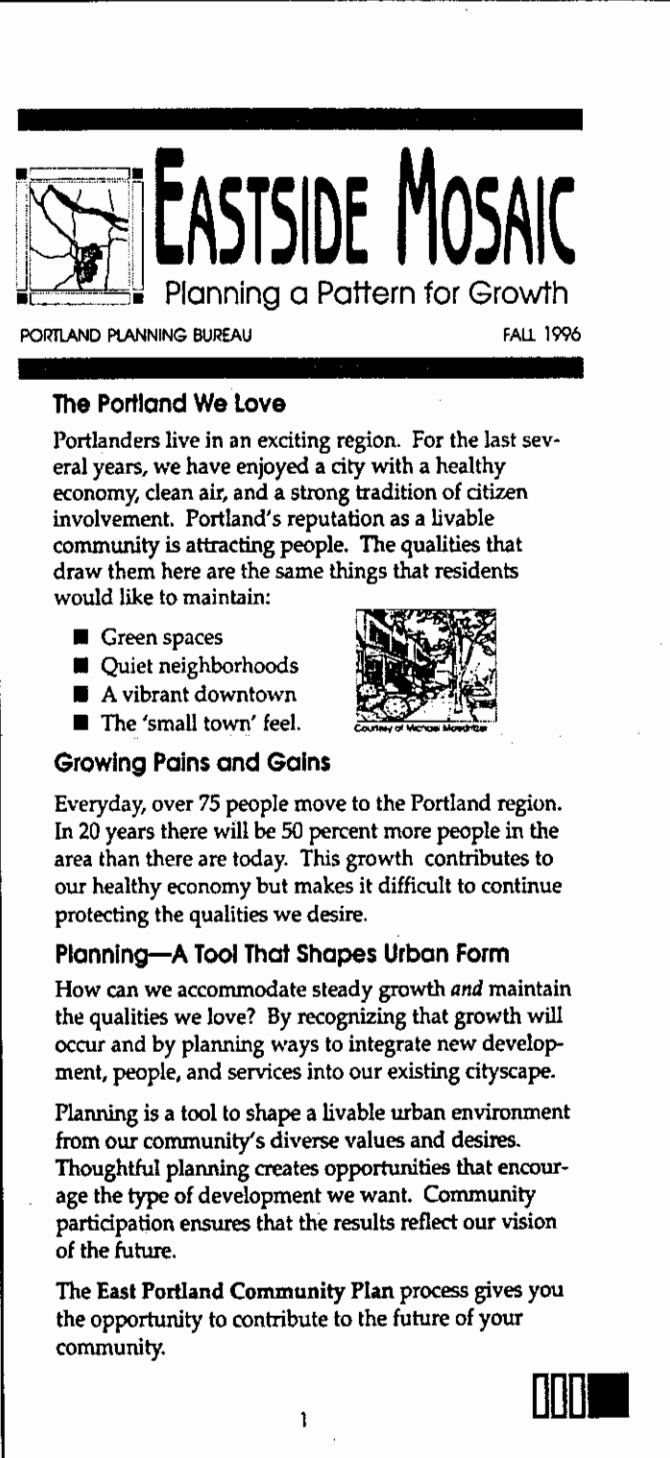
addendum to the EPCP *Process Document* that proposed a housing production goal for the EPCP area based on this methodology was also presented. The addendum examined additional data sources to determine an appropriate range, and described the increase in housing units for the EPCP area in a variety of ways.

### Eastside Mosaic Newsletter

To publicize the EPCP, generate community dialogue and promote participation in the Kick-Off Workshops, the EPCP team distributed a plan newsletter in September 1996. Over 5,000 newsletters were mailed to potentially interested neighborhood residents, organizations, and businesses. The newsletter was called the *Eastside Mosaic*. It described the planning process and the issues facing the community, and gave a brief history of the area. The newsletter also included notification of the dates and places of the workshops and contact information for EPCP staff and Southeast Uplift.

### Synopsis of Applicable Public Policy

The Bureau of Planning published the EPCP *Synopsis of Applicable Public Policies* in December 1996. The document summarized state, regional, and city policies that made up the framework for the EPCP.



The image shows the cover of the 'Eastside Mosaic' newsletter. At the top, there is a thick black horizontal bar. Below it, on the left, is a small square graphic containing a stylized tree or branch. To the right of this graphic, the title 'EASTSIDE MOSAIC' is written in large, bold, black, sans-serif capital letters. Below the title, the subtitle 'Planning a Pattern for Growth' is written in a smaller, black, sans-serif font. Underneath the subtitle, the text 'PORTLAND PLANNING BUREAU' is on the left and 'FALL 1996' is on the right. Another thick black horizontal bar is below this text. The main body of the newsletter is white with black text. It starts with the section header 'The Portland We Love' in bold. The text describes the city's economy, air quality, and citizen involvement. A bulleted list follows, with four items: 'Green spaces', 'Quiet neighborhoods', 'A vibrant downtown', and 'The 'small town' feel.'. To the right of the list is a small black and white photograph of a street scene with trees and buildings. Below the list is the section header 'Growing Pains and Gains' in bold. The text discusses population growth and its impact on the city. This is followed by the section header 'Planning—A Tool That Shapes Urban Form' in bold. The text explains how planning can help maintain the city's qualities while accommodating growth. The final section is 'The East Portland Community Plan process gives you the opportunity to contribute to the future of your community.' At the bottom right of the newsletter cover, there is a small graphic consisting of three vertical bars of varying heights.

An objective of the EPCP was to respond to the requirements and benchmarks laid out in these policies while maintaining and enhancing the livability in the community plan area. The policies included in the *Synopsis* are shown below.

STATE	Oregon's Statewide Planning Goals Transportation Planning Rule Metropolitan Housing Rule
REGIONAL	Regional Urban Growth Goals and Objectives Region 2040 Growth Concept Region 2040 Framework Plan
CITY/COUNTY	Comprehensive Plan Portland Future Focus Livable City Project Countywide Housing Affordability Strategy Community and Neighborhood Planning Program Brooklyn Neighborhood Plan Buckman Neighborhood Plan Hosford-Abernethy Neighborhood Plan Kerns Neighborhood Plan Richmond Neighborhood Plan Woodstock Neighborhood Plan

### Alternative Zoning Concepts

EPCP staff began work on the *Alternative Zoning Concepts* in the fall of 1996. The *Alternative Zoning Concepts* were designed to initiate a discussion among EPCP area citizens, businesses, infrastructure service providers, and planners about the most appropriate zoning to balance the area's growth and livability. The *Alternative Zoning Concepts* were intended to be starting point for planning discussions, not plans. Had the planning effort continued, the Bureau of Planning would have sent information about the *Concepts* to every address in the plan area. The *Concepts* would have been accompanied by additional explanatory text and notification of a series of public workshops to be held for public discussion of the *Concepts*.

#### *Purpose and Context*

All three *Concepts* emphasized the relationship between land use and public transit, and took into account the area's relationship to the region by incorporating the *Region 2040 Growth Concept*. In addition, the three *Concepts* built on the character of the current land use pattern, and attempted to focus growth in ways that would enhance livability as the area's population continues to grow.

None of the three *Concepts* was intended to be seen as "the way" to accommodate growth in the area. Each concept had particular strengths and

weaknesses, and elements of one concept may have ultimately worked best in combination with elements of another.

Staff developed the initial *Concepts* based on:

- the principles and list of community assets developed by the Citizen Advisory Committee;
- field observations of existing conditions;
- the provisions of existing neighborhood plans in the area;
- the existing land use pattern;
- existing zoning and comprehensive plan designations within and outside the area;
- the development history of the area and the ages of structures;
- the transportation network of the area, particularly transit routes;
- property values and environmental constraints in the area; and
- the existing framework of public policy guiding the planning process including the *Region 2040 Growth Concept*.

### *Analysis and Refinement*

Initially hand-drawn, the *Concepts* were digitized into the Geographic Information System (GIS) software. This process allowed for a more consistent appearance, easy refinements, and some analysis and comparison of the *Concepts*. An analysis of the theoretical housing capacity provided by each *Concept* showed that the *Concepts* were comparable to one another in the gross number of units, and that, in theory, they could meet the housing production range set by the Planning Commission. Significantly more analysis of the *Concepts* would have been required to establish a reasoned estimate of the likely number of housing units that might have been built during the plan's 20 year time frame.

EPCP staff presented the *Concepts* to the TAC and CAC in the winter and spring of 1996 for feedback, and set up additional individual reviews with technical agency staff. Bureau of Planning management also reviewed the *Concepts* at this stage. Staff documented all comments on the *Concepts* and incorporated some changes in the early stages of the review. However, as the implications of Ballot Measure 47 budget cuts became clearer, further modification of the *Concepts* was suspended. The *Concepts* published with this document are, therefore, "works in progress." They are not refined to the level initially anticipated for publication.

### *Description*

Each *Concept* takes a particular approach to managing growth in the plan area. One, "Focused Redevelopment," presents a pattern that focuses most growth into a few key redevelopment areas. Another, "Corridors," emphasizes the existing fabric of linear east-west streets within the area. The third, "Centers," concentrates on multiple activity centers. Each *Concept*

takes as "givens" existing open spaces, industrial sanctuaries, and parcels rezoned through the Belmont Livability and Zoning (BLAZ) study.

The principles upon which each of the three *Alternative Zoning Concepts* were based are described below. The draft *Alternative Zoning Concepts* are shown in *Part IV. Maps*.

#### FOCUSED REDEVELOPMENT CONCEPT

The premise of the "Focused Redevelopment" Concept is that the 1980 *Comprehensive Plan* set an appropriate development pattern for most of the EPCP area. This Concept focuses growth into eight redevelopment areas served by existing or proposed light rail, or by frequent bus service.

This pattern has a dual intent. First, to preserve the current *Comprehensive Plan* pattern in all areas not proposed for redevelopment. Second, to ensure that the redevelopment and infill that occurs in these major redevelopment areas is acceptable to affected communities. The "Focused Redevelopment" Concept emphasizes design and uses plan districts to encourage an attractive, functional mix of pedestrian-oriented residential and commercial development within each redevelopment area.

Key to the "Focused Redevelopment" Concept is a recognition that redevelopment is closely associated with public investment in infrastructure, other forms of public subsidies, and partnerships between the public and private sectors. The Concept relies on the ability to assemble small parcels into larger sites for the redevelopment of Town Centers and Station Communities. The Concept also recognizes that redevelopment is unlikely to occur in areas where existing improvements account for a large portion of total property value.

Within a small portion of the Buckman Neighborhood, the Concept proposes a plan district that would include performance standards modeled on regulations used successfully in Australia. These standards would serve as a replacement for residential density regulations within the plan district.

The Concept proposes redevelopment in the Hollywood Town Center and Sixtieth Avenue Station Community. It also concentrates redevelopment within potential Station Communities associated with a "Caruther's Crossing" alignment of the proposed south-north light rail line. Within the Hollywood Town Center and all Station Communities, the Concept suggests interim plan district guidelines prohibiting development that further dilutes the area's ability to develop into a higher intensity, transit oriented center.



### CORRIDORS CONCEPT

The "Corridors" Concept proposes an approach that builds on the area's historic linear development pattern which is linked to the early streetcar lines. The Concept seeks to strengthen the commercial development in the plan area by applying an appropriate depth of zoning and supporting commercial corridors with higher density housing opportunities. It also supports use of public transit and walking by providing for goods, services, and employment along the corridors.

The "Corridors" Concept intensifies allowed uses along streets that have been designated as Main Streets and Corridors, as well as along those with frequent transit service. The Region 2040 Growth Concept designated areas are given deeper and more intense zoning patterns than the others.

Based on the design and use of existing development along the corridors, the Concept differentiates among four types throughout the plan area:

- I. Streetcar Era Commercial Corridors
- II. Streetcar Era Commercial Corridors with Automobile Era Redevelopment
- III. Automobile-era Commercial Corridors
- IV. Residential Corridors

The Concept applies zoning patterns to these corridors aimed at enhancing what works well today and mitigating what works poorly.

The Concept also applies a more intense zoning pattern to Region 2040 Growth Concept areas, including the Hollywood Town Center and Sixtieth Avenue Station Community. The Concept examines an option in which neither of the proposed south-north light rail alignments are realized.

### CENTERS CONCEPT

The "Centers" Concept implements the *Region 2040 Growth Concept* by concentrating activities into a hierarchical pattern of mixed use centers. The Concept establishes six types of centers, each based on specific criteria. Each center has different characteristics and intensity of uses/activities. The six types of centers ranging from most intense to least intense are:

- I. Town Centers
- II. Station Communities
- III. Main Street Centers
- IV. Corridor Centers
- V. Neighborhood Centers
- VI. Town Greens

The Concept intensifies uses allowed within the Hollywood Town Center, Sixtieth Avenue Station Community, and potential light rail Station Communities associated with the "Ross Island Crossing" alignment of the proposed south-north line.

The Concept also intensifies allowed uses at key intersections along *Region 2040 Main Streets and Corridors*, and transit routes. The Concept also recognizes smaller neighborhood-oriented commercial nodes. The Concept encourages more housing opportunity around other focal points, such as large city parks. The Concept reduces the need for auto trips by incorporating mixed use centers of varying size with commercial development that are within walking distance in each neighborhood.

### Neighborhood Preference Map

The *Neighborhood Preference Map* was generated at the CAC/Community Charrette on May 17, 1997. (For a description of the charrette, refer to the *Events* subsection.) The *Map* was the product of discussion between the EPCP CAC members and designees from EPCP neighborhood and business associations, and reflects the development preferences expressed by the charrette participants.

To simplify the process, participants were given a palette of general development types to work with, rather than actual zones. Sixteen development types with unique colors and one or two letter codes were used. These are shown in the chart on the next page.

The map was created in a small group work session in which the EPCP area was divided into four geographic sections, with approximately four neighborhoods in each section.

**CAC/Community Charrette Development Types**

CODE	DESCRIPTION
SF	A <b>Single Family</b> house is a detached dwelling unit located on its own lot.
AU	An <b>Accessory Unit</b> is also called a granny flat or a mother-in-law apartment. It is an additional living unit in an existing single-dwelling house. It is smaller than the existing house.
DP/RH	A <b>Duplex</b> is a structure with two primary dwelling units on one lot. The units may share common walls or common floor/ceilings. A <b>Row House</b> is a dwelling unit located on its own lot, that shares one or more common walls with one or more dwelling units.
SA	A <b>Small Apartment</b> is a structure that has three or more dwelling units that share common walls or common floor/ceilings with one or more units. It is typically in the form of a 1 to 2 story building.
MA	A <b>Medium Apartment</b> is a structure that has three or more dwelling units that share common walls or common floor/ceilings with one or more units. It is typically in the form of a 2 to 4 story building.
LA	A <b>Large Apartment</b> is a structure that has three or more dwelling units that share common walls or common floor/ceilings with one or more units. It is typically in the form of a building over 4 stories high.
R	<b>Retail</b> structures involve the sale of products including groceries, food, clothes, and hardware. Also included are provision of personal services (banks, hair salons, laundries), entertainment related uses (restaurants, gyms, theaters), and repair services (appliances, bikes, autos, etc.). Retail can be: a) Neighborhood-oriented - includes coffee shops; b) Main Street scale - includes bookstores, theaters; c) Large scale retail - includes Safeway/Fred Meyer.
O	<b>Offices</b> are characterized by activities conducted inside a building focusing on business, government, professional, medical, or financial services.
MU	<b>Mixed Use</b> is a combination of residential uses with office, commercial, or industrial uses on a site. For example, housing with retail or housing with offices.
M/W	<b>Manufacturing</b> structures are places where manufacturing, processing, fabrication, packaging, or assembly of goods takes place. Manufacturing occurs at: a) Neighborhood level - small scale assembly of goods, like woodworking and small workshops; b) District level - medium to large scale manufacturing and assembly of goods, like textile production, breweries, and chemical production. <b>Warehouses</b> are used for storage of goods.
S	<b>Schools</b> include elementary schools, high schools, colleges, and other educational institutions.
H	<b>Hospitals</b> include major medical facilities and institutions like Providence Hospital and Eastmoreland Hospital.
G	<b>Governmental</b> structures are public buildings that include libraries, community centers, and courthouses.
P	<b>Parks</b> are open spaces that include public squares, plazas, recreational trails, and community gardens. They may be small natural areas or landscaped areas.
PG	<b>Playgrounds</b> are open spaces with play equipment, most often located next to schools. They include tennis courts, basketball courts, and soccer fields.
WL/NR	<b>Wildlife and Natural Resources</b> areas are open spaces like parks or botanical gardens with natural and wildlife preserves.

Post-it notes on the map indicate areas of disagreement or discussion which were brought up during the small group work sessions and large group discussion. The charrette guidelines included a procedure for indicating the desired development which gave priority to preference expressed by the designee from the neighborhood being mapped. The guidelines also provided a method to indicate and record any disagreement between neighborhood and business associations about the preferred development pattern within the neighborhood. The documentation of these differences includes the post-it notes and recorded minutes of the discussion.

The *Neighborhood Preference Map* is displayed in *Part IV. Maps*. The dimensions of the map were roughly eight feet wide and ten feet tall. The final map reflects a different level of detail for each section; some work groups defined the desired development characteristics of their section at the lot level while others were more conceptual.

The desire to see mixed use development along the area's commercial streets is evident, as is the desire to maintain the core areas of single-dwelling detached homes. Many neighborhood designees expressed a willingness to accept accessory dwelling units in these single-dwelling areas as a way to accommodate additional housing units without significantly changing the character of the neighborhood.

The level of detail of the *Preference Map* in different neighborhoods reflects a variety of factors. Most importantly, it reflects how much involvement neighborhoods had in other planning processes at the time of the charrette. For instance, the Sellwood-Moreland Improvement League (SMILE) had approved a neighborhood generated zoning map as part of their on-going neighborhood planning process. Center Neighborhood Association had worked for several months to develop a neighborhood map proposal. Other factors influencing the level of detail included the comfort level of the participants in mapping preferences for their neighborhoods, familiarity with the areas being mapped, and the facilitator's understanding of the charrette guidelines. The Sunnyside neighborhood was not colored because the neighborhood association did not send a designee to the charrette.

Following the charrette, the map was shown to the Neighborhoods Transforming Inner-Southeast (NTISE) group, displayed at a CAC debriefing on the charrette and shown to Commissioner Charlie Hales. The general assessment is that the map is a "work in progress" and provides a starting point for future work in the EPCP area.

## Project Summary Report

Work on the EPCP *Project Summary Report* originally began as a background report for the planning effort. The contents of what would have been the background report are incorporated into this document as *Parts II* and *III*. They include the EPCP area's history, people, land uses, infrastructure, community-wide issues, and individual neighborhood characteristics.

The development of the material for a background report was closely linked to other aspects of the EPCP work program. The research conducted to compile the background report informed the development of the *Alternative Zoning Concepts*. The research describing demographic trends was distributed to members of the CAC and participants in the CAC/Community Charrette. The *Neighborhood Profiles* developed as part of the background report were informed by, and shared with, individual neighborhood plan committees. Feedback from technical agencies on the *Alternative Zoning Concepts* informed the content of section *E. Infrastructure* in *Part II*.

## Summary of Identified Planning Issues

Throughout the fifteen months that made up the EPCP project, Planning Bureau staff engaged in discussions with community members and technical agency staff to gather information about the EPCP area planning issues. These outreach efforts were both formal and informal in nature and yielded a wealth of information. Many of the issues identified through these efforts had already been enumerated for examination in the *EPCP Process Document*. This summary captures the ones that were most often heard or most strongly stated.

### **"Neighborhood identity is very important."**

Many people said they chose to live where they do because their neighborhood is special. They wanted the planning effort and outcome to enhance their sense of community and to have a sense of ownership of the plan for their neighborhood. Some said their neighborhood has an active neighborhood association and felt that these organizations should play a special role in planning activities. Many community members, both residents and businesses, said the unique character of their neighborhood and its special needs should be understood and addressed.

Some people said they would like to see public agencies finding new opportunities for community input. For example, public information and outreach efforts could take place at events like neighborhood fairs or other gatherings. Others said that they wanted to be involved earlier in the planning process to provide input, rather than being asked to respond to proposals that are developed by staff.

### **"New development should fit existing neighborhoods."**

Many people understood that the region is growing and endorsed the idea that more housing could be provided through infill development in established neighborhoods. However, they also said that when this development takes place, it should respect the existing character of the neighborhood. Some people asked for design regulations to minimize the impact of higher density or intensity development on the surrounding uses, particularly residential neighborhoods. A few wanted these regulations to increase their feeling of personal safety and help prevent property crimes along with controlling the appearance of new development. Other people cautioned that too much regulation, especially of building design issues could increase the cost of housing and further impact the affordability of the area. Some people felt the regulations were not necessary and that improved communication between all parties would avoid some of the problems that had occurred in the past.

**"Growth should be targeted to specific places."**

Many people said it is important to identify the appropriate locations for mixed use and higher density development. Most said that they wanted the residential core of their neighborhood to be preserved. Some people also said that neighborhoods should be treated equally in the application of higher density zoning, with each neighborhood being required to accept some increased density. Many of these people also felt there should be equity in the distribution of new growth between already densely developed areas and more sparsely developed areas.

Some people said that growth and density are often associated with negative impacts in their minds. They said that they would like to hear more about what changes to expect and what positive impacts they might anticipate.

**"Some of the impacts of growth should be offset so they do not hurt neighborhood livability."**

People understood that the region's growth is increasing the demand for and value of housing in the area. They mentioned some positive effects like increased investment in the appearance of homes and businesses, but also expressed concern that some residents are being priced out of the EPCP housing market. A few said that the high costs of land and property may also be making redevelopment more difficult. Many said there should be a link between increased density and affordable housing, so that some of the housing is affordable for low-income residents and single-parent families. To some this meant that the cost of new housing should be subsidized in some instances, and for others, that housing should accommodate different sized households with enough bedrooms and open space.

One of the biggest concerns expressed about growth was an increase in the number of cars. Many people felt there was too much traffic on residential streets and congestion on arterial streets. They expressed interest in greater public investment to create or enhance multi-modal opportunities on arterial streets and pedestrian-friendly environments. A few added that some areas are already too focused on serving those who drive, and they want to make sure these places don't get any worse. Concern about parking was also frequently expressed. Some people said they were already feeling the affects of commercial area parking in the residential portions of their neighborhood. Many said they were worried that additional housing units in their neighborhood would also create or add to an existing problem.

Most people said open space and access to services are very important to them. They value their parks, community centers, and libraries and would like to see more of them. To many, the prospect of more people living in the same amount of space meant that more of these facilities are essential.

Many people were also concerned about the ability of the infrastructure to handle more people. They called for better coordination between the work of government agencies, especially between city infrastructure bureaus, and between the city and regional agencies. Concern was expressed that the financial limitations caused by the passage of Ballot Measure 47 will result in an increase in housing density and land use intensity without the improvements and public investment they believe is needed.

Many people said it was important to retain and work toward increasing the opportunities for living wage jobs near housing so the goal of reducing reliance on the automobile can be realized. Some said that industrial land in the plan area provides an important employment base and should be preserved.

**"There are some problems with existing land use regulations."**

Many people said that the idea of mixed use development is attractive, but they did not see enough of it being produced and had heard about problems implementing mixed use development under the current regulations. They said there should be more and better mixed use tools that work well for the private market and are flexible for different locations and situations. Some said attention should also be paid to maintaining an appropriate mix of businesses to provide easy access to needed goods, services, and living wage jobs.

Besides these observations, a few people said that the current zoning is not appropriate in some places. They cited areas of "mismatched" zoning; where vacant or underutilized commercial buildings are zoned for residential use, and places where residential densities are greater than allowed under the existing zoning.

Others said that some additional regulations are needed to improve neighborhood livability. In particular, they want the location of adult businesses to be restricted, especially near schools and residential areas.



# PART II

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Trends and Characteristics

## A. History and Urban Design

### Introduction

#### Included in this Section

This section describes the history of the *East Portland Community Plan* (EPCP) area, the historic resources still present in the area today, and the urban form and character that has evolved from this history. This section is largely based on the research work of a team of graduate students in Portland State University's Urban Planning program. The section is divided into three subsections:

- "History of the East Portland Community Plan Area" traces chronologically the evolution of the area through history and describes the major factors and events influencing the form of the area;
- "Historic Resources" describes specific sites within the EPCP area that have been deemed historically significant, either as part of Portland's 1984 *Historic Resource Inventory* through designation as city landmarks, or by inclusion on the *National Register of Historic Places*; this subsection also provides neighborhoods with tools for identifying their own historic resources.
- "Urban Design" examines the EPCP area as it is today, and describes significant design features that influence its character.

#### For More Information

Related information may be found in other sections of this document. For more detailed information on...

...history and design within particular neighborhoods, refer to *Part III. Neighborhood Profiles*.

...recent transportation projects and policy, refer to section *D. Transportation*.

...existing transportation infrastructure, mobility, and access within the area, refer to section *E. Infrastructure*.

...the street configurations and streetscapes of specific commercial/mixed-use areas refer to the "Region 2040 Mixed Use Area Profiles" subsection of section *C. Land Use*.

## History of the Area

### Introduction

This subsection outlines the themes that have shaped the urban form of the *East Portland Community Plan* (EPCP) area throughout its history. While these influences include political and social factors, economics, geography, architecture and planning, the history of the EPCP area has been determined to a great extent by changing transportation technologies.

The construction of the Southern Pacific rail line in the late 1800s influenced the development of the industrial enclave around the Brooklyn Yards. The development of an arterial streetcar network connecting the area to downtown Portland allowed bedroom communities to flourish throughout the inner east side during the first decades of the twentieth century. The streetcar network also influenced the development of the streetcar-oriented commercial areas still found throughout the EPCP area.

During the middle decades of the century, the increased personal mobility offered by the automobile allowed many families to move out of homes in the EPCP area and into newly developing auto-oriented suburbs. This migration led to a sharp decline in population within many inner neighborhoods.

The increasing use of the automobile also led to redevelopment of lots along EPCP commercial corridors to better accommodate the car. While this trend is particularly apparent along streets such as Southeast Powell Boulevard and Sandy Boulevard, the design character of most commercial areas in the EPCP area has been affected by the development of auto-oriented features such as parking lots, service stations, and drive-through businesses.

Finally, the spirit of neighborhood activism which exists in the area today was in part galvanized in the early 1970s when neighbors successfully joined together to oppose construction of a freeway through the heart of the EPCP area.

The material in this section was largely written by a group of graduate students in the Urban Planning Program at Portland State University. It was written to provide the basis for the historic context statement required as part of application of a property or district for inclusion on the *National Register of Historic Places*. Their work also identified possible historic districts or landmarks and was to be used to assist in their designation as part of the EPCP.

## Early Settlement, Statehood and Steampower (1812 - 1865)

### *Native American Population*

The earliest residents of the EPCP area included members of the Klickitat and Multnomah tribes. Hunting and fishing opportunities were generally better in other portions of the region, however, and the EPCP area was never intensely populated by native tribes. By the time Anglo-Americans settled the EPCP area, the Native American population that had lived in the area had been virtually eliminated by a combination of alcoholism and deadly diseases which had attended the arrival of the earliest explorers.

### *Topography And Natural Features - The River As An Organizing Element*

Portland started as a river city with ocean commerce being the primary reason for its first settlement of white population. Ever since the times of the early native settlers, the Willamette River has been a transportation route. Heavily wooded ridges going down to the shores of both the Columbia and the Willamette Rivers made travel by land slow and difficult, so the natives relied on canoes. In addition to the dense coverage of fir, oak, and cottonwood trees, the eastern shore had large expanses of broad and deep wetlands.

The first Anglo-Americans in Portland settled on the west side of the Willamette River and formed the Portland townsite in 1840. Settlers formed the East Portland town in 1870, 30 years later. The east side developed more slowly than the west side because of several factors including:

- topography - the deep waters of the western shore and the steep bank which formed a natural wharf were better suited for shipping activities. The east bank had swampy flood plains unsuitable for such development without the use of elaborate and expensive trestles and wharves;
- agriculture - plentiful prime agricultural lands were located in the Tualatin Valley just beyond the west hills; and
- transportation - a plank road, where today Canyon Road runs, already linked the Tualatin Valley with the Portland docks on the west side of the river.

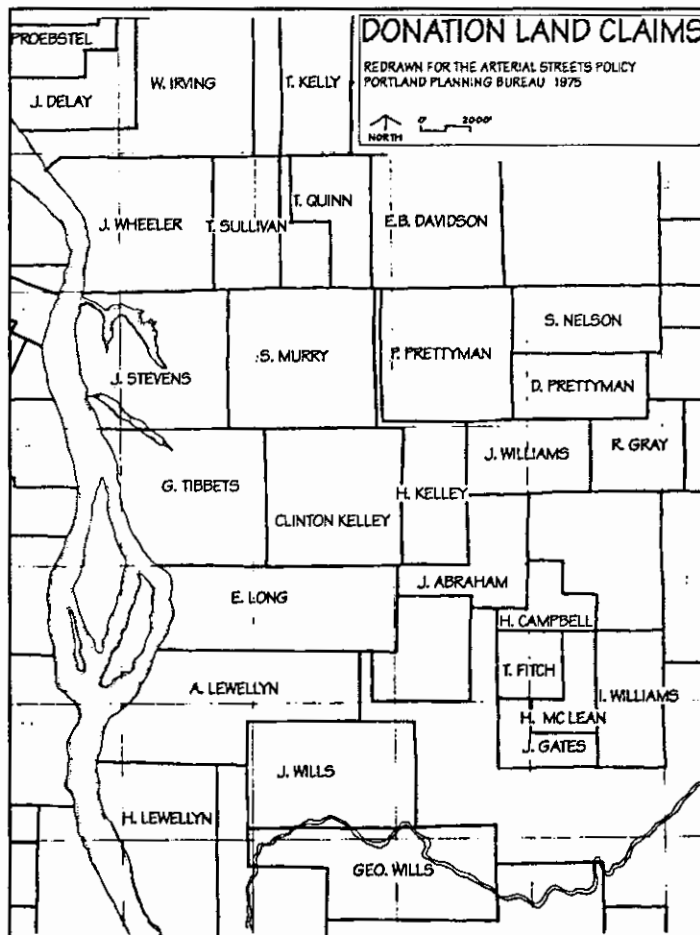
In 1828 the first long term resident, a French Canadian fur trapper named Etienne Lucier, built a log cabin on the bluff on the east side, south of present-day Hawthorne Boulevard. Subsequent settlers followed, taking advantage of the access to unlimited developable areas and rich farmlands, in addition to a lower land price compared to the west side.

### Development of a Ferry System

As settlements began to develop on the east side, the need for a dependable means of crossing the river grew. In 1846 a mule-powered ferry began to provide service between "O Street" on the east side and West Stark Street. By 1885 multiple ferries provided service across the river. Outside of the sparse developments with their few houses and orchards, however, the east side of the river remained a wilderness in contrast to the west side. The east side was characterized as the suburban village of East Portland, half town and half country, but with potential to furnish an abundance of cheap and comfortable homes.

### Donation Land Claims and the Formation of the 200 Foot Grid

In September of 1850, the United States Congress passed the Donation Land Act (DLA) which granted free land to settlers who agreed to live upon and cultivate their claims for four consecutive years. Lands in the EPCP area were primarily used for farming during the mid to late 1800s.



The first claim on the east side was made by James Stephens who built a log house near the foot of present Stephens Street. He created a wagon road for

linking his claim to Oregon City. He bought all the land extending from Stark to Division and from the river to East Twentieth Avenue. In 1861, the townsite of what would be East Portland was platted. The boundaries extended from the river east to Twelfth Street, and from Glisan Street south to Hawthorne Boulevard.

After 1850, the east side began to develop into a loose grid formed by donation land claims. Most donation land claims were oriented along township lines; many claim boundaries became roads, later some became streetcar routes, and still later, a few became major automobile arterials. Halsey, Stark, Division, and Holgate Streets are examples of these boundaries.

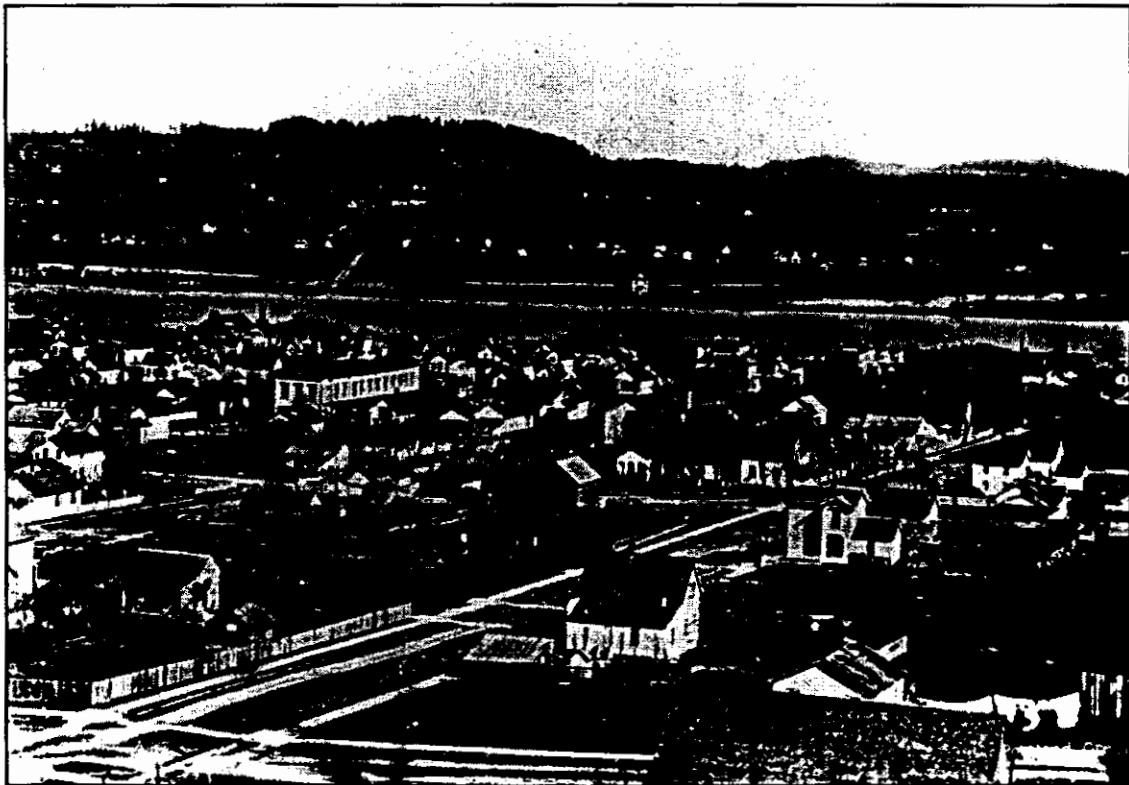


In 1851 John B. Preston surveyed the land that thousands of settlers had claimed. He provided legal standing to the claims by describing their boundaries and locating them. Following this survey, areas began to be sold and platted into the 200 X 200 foot blocks present in much of the plan area today.

### **Railroads and Industrial Growth (1866-1883)**

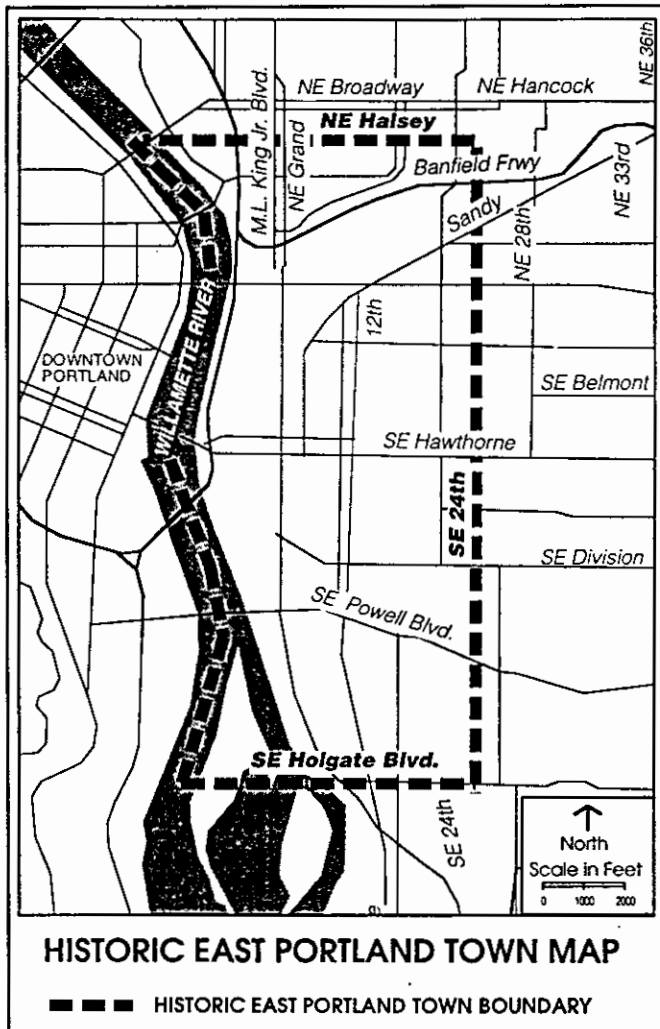
#### ***Railroads and the Development Boom of the East Side***

The east side development boom was initiated in 1866, when the United States Congress authorized a land grant to build a railroad from the Sacramento Valley to the Columbia River. This was in response to the California Gold Rush, which created pressure to transport goods and products more quickly to California. This led to the construction of a railroad on the east side of the Willamette along what is now the Southern Pacific rail alignment. It was financed by California investors and operated by Ben Holladay who finally secured the congressional land grants. The railroad terminal on the east side was constructed near the foot of what is now Washington Street. By 1872, Holladay's railroad had extended from Portland to Salem, Albany, Eugene and Roseburg. By the late 1880s, completion of both Holladay's railroad and the transcontinental railroad through the Columbia Gorge and down Sullivan's Gulch, made East Portland a distribution center.



East Portland (in distance) was just beginning to develop when this picture was taken in 1878.  
Source: Oregon Historical Society.

The proliferation of railroads fueled the development of the east side, and the city of East Portland incorporated in October of 1870. Its boundaries were Halsey Street on the north, Twenty-fourth Avenue on the east, Holgate Street on the south, and the Willamette River on the west. In the 1860s, prior to the boom, the population was estimated at between two and three hundred. By the 1870 census, the population had grown to over eight hundred. The railroad building activities of the 1870s gave rise to farms and a few riverside townsites and additions, such as Tibbetts Addition (in the Brooklyn neighborhood) which was subdivided in 1871, but not developed until the late 1890s.



The east side's railroad terminus encouraged several large industries to locate along the river near the railroad right-of-way. By the late 1870s, the major east side industries were lumber, shipping, manufacturing, and flour milling. By the 1890s, commercial development was concentrated in the east-west direction along "L" Street (Washington Street), between Third and Fifth Avenues. In the north-south direction the commercial core extended along Grand Avenue and Union (Martin Luther King Jr. Boulevard) from "L" Street to "I" (Pine Street). The core consisted primarily of hotels, boarding houses, and related services associated with transient railroad labor. Scattered small commercial and industrial enterprises, such as meat packing plants, feed mills, and sash and door

factories were located on the edges of the district. This commercial core was intermixed with small, single-dwelling houses. Residential development, however, was generally concentrated immediately to the north and east of the commercial area, with small clusters of houses stretching out to Twenty-fourth Avenue.



### ***Development Of Roads***

The development of roads in the EPCP area often followed section lines, though in some instances natural land forms interfered and created exceptions to the grid pattern. For example, Stark Street did not gain prominence as an east-west route until the early 1900s. Originally called Baseline Road because it was laid out along the base line of the first Pacific Northwest land survey, the western-most blocks of the street were submerged in a slough. It was not until after the slough was filled, around 1900, that it began to be used as a through road. In contrast, Hawthorne Boulevard, which followed a quarter section line relatively uninterrupted by sloughs or other land forms, became a primary east-west route early in the history of the EPCP area.

The extension of east side streets and the completion of the railroads significantly altered the growth of the east side of the Willamette by initiating a period of enormous immigration. With industry and residents no longer entirely dependent on river traffic, development began to move outward from the waterfront. By the 1880s, the west side, constrained by the hills, was becoming crowded with homes and the east side, much of which was still farmlands and orchards, was still ripe for development.

### **Progressive Era (1884-1913)**

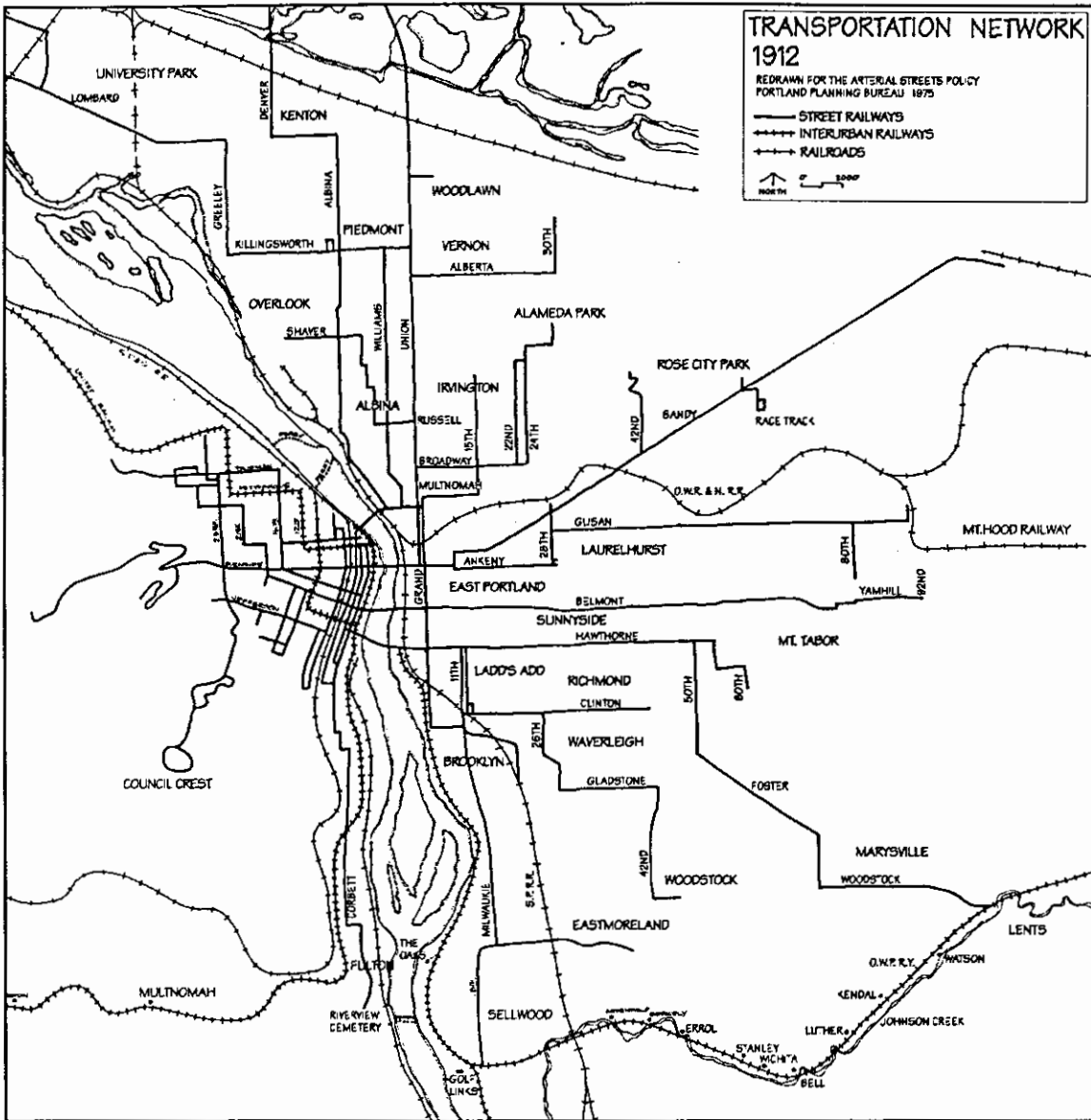
#### ***The Influence of Streetcar Transportation***

The financial boom for the city of Portland on the west side of the Willamette, and the continuing growth of the east side prompted attempts to link the two sides of the river in the early 1880s. With the implementation of several horse-drawn streetcar lines on the west side, the east side also began to see the construction of streetcar lines linking the small communities of Albina, East Portland, and Sellwood.

The establishment of the streetcar system sparked a housing construction boom on land with easy access to the new lines. The years from 1887 to 1893, and again from 1905 to 1913, were especially prosperous and saw the platting of numerous subdivisions on the east side. Between 1893 and 1913 the city of Portland grew through the consolidation of several adjacent communities, including East Portland and Albina. More importantly, streetcar expansions were key to the formation of unique, identifiable neighborhoods within the EPCP area.

#### ***Building the Morrison Street Bridge***

In 1886, the Willamette Iron Bridge Company was given permission by the East Portland City Council to build a toll bridge to East Portland. The bridge company was also granted a franchise to operate streetcars across the bridge and lay out routes from East Portland to Sunnyside. In April of 1887, the Morrison Street Bridge, the largest bridge west of the Mississippi River, was



opened. This toll bridge facilitated the crossing of the river by horse-drawn streetcars. The opening of the bridge and the extension of the streetcar led to the construction of grand residences along the street and led the street to develop into the most important thoroughfare on the east side.

This East Morrison streetcar line was later upgraded as an electric line by the City and Suburban Railway Company, providing service as far out as the Lone Fir Cemetery at East Twentieth in the Buckman neighborhood. Passengers heading east from here could transfer to the steam line for the remainder of their trip.

### ***Sunnyside and Mt. Tabor Streetcar Lines***

In 1888, the Sunnyside line ran from downtown Portland to Sunnyside, through present day Buckman, along Morrison Street, until it reached Southeast Twentieth-Eighth. At East Twentieth it skipped down to Belmont Street and continued eastward, terminating in the heart of Sunnyside at approximately Southeast Thirty-fourth and Belmont. By 1889, the line extended across the northern portion of Mt. Tabor to the intersection of Sixty-ninth and Belmont, where car barn facilities were constructed. This line was later electrified and extended down the east side of Mt. Tabor



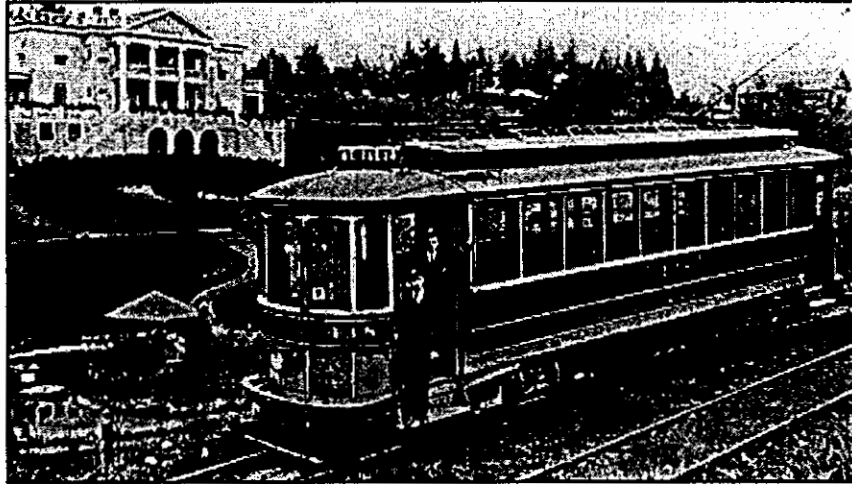
Corridors of commercial development grew up along east side streetcar lines. The Sunnyside line, which traveled along Morrison and Belmont, spawned several commercial districts that still serve neighborhood residents to this day. *Source: Old Portland.*

The area's proximity to the city of East Portland gave rise to the Sunnyside Land and Improvement Company, which began advertising lots for sale in September of 1887. The original plat consisted of a 52 block area, bounded approximately by Thirtieth and Thirty-ninth streets to the west and east; Hawthorne Boulevard on the south; and Stark Street on the north. On Belmont Street, the area's first neighborhood shopping center, an area about one half square mile area, was developed between Southeast Thirty-third and Forty-fourth Avenues. Subdivisions with homes were formed along the streetcar line, and commercial properties developed, creating business centers along Stark and Belmont Streets.

### ***Hawthorne Boulevard Streetcar Line and the Madison Street Bridge***

When the streetcar line was to be built on Hawthorne Boulevard, the street was a country road, rural in character, with a number of adjacent orchards and berry fields. The right-of-way was widened to 40 feet and was cared for by

the residents who lived on it, as their property lines extended to the middle of the street. In 1888, the Mt. Tabor Street Railway began service between what are today Grand and Twentieth Avenues. This line was first extended into downtown with the completion of the Madison Street Bridge (now called the Hawthorne Bridge) in 1891. This extension provided the Mt. Tabor line with direct access to downtown Portland, thus influencing the character of the Mt. Tabor neighborhood. The area was transformed from a predominantly rural farming community to an expanding streetcar suburb, and soon expensive homes began to dot the landscape.



The Mt. Tabor line east on Hawthorne Boulevard. Here it passes by the Massachusetts pavilion building from the Lewis and Clark Exposition.

*Source: Electrifying Eden.*

Subsequently, in two separate service extensions, the line was extended to Division Street via Fifty-fourth, Lincoln, and Sixtieth Avenue, and in 1892, to Lents via Fiftieth and Foster. The extensions also resulted in the development of business districts along Hawthorne Boulevard and Foster Road. Also, the irregular intersections of Fiftieth and Fifty-fourth with Hawthorne are a direct result of these alignments.

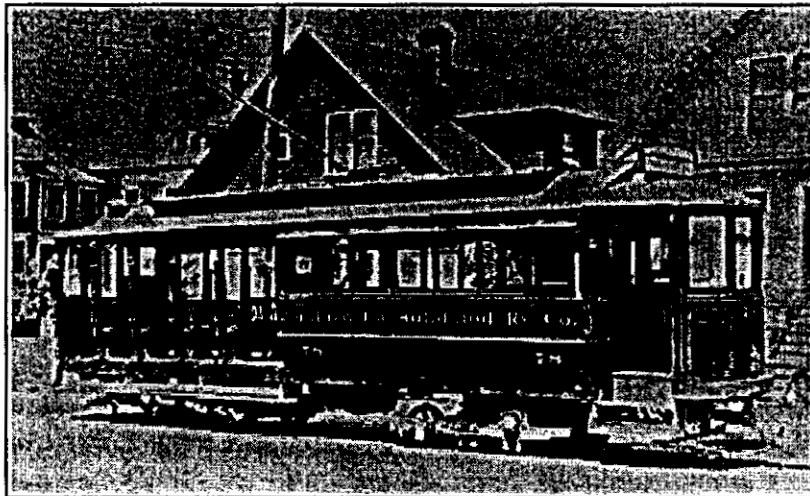
#### *Consolidation of East Portland, Albina and Portland*

The consolidation of Portland with Albina and East Portland in July of 1891, resulted in a city with an area encompassing about 25 square miles and a population of around 76,000. East Portland's business and political leaders strongly supported the consolidation largely for economic reasons. The city of East Portland was not generating enough tax revenue and it had to cope with the expenses of the construction of elevated roadways and streets with landfills to get across the numerous creek beds and marshy swamps that dotted the landscape. The real estate developers who had bought up thousands of acres of cheap land also strongly backed the consolidation, as did the transit and utility companies.

Consolidation necessitated changing the names of the streets and house numbers due to duplications of street names between Portland and East Portland, which became a political issue. In 1891 and 1892 city council laid the ground work for the street system Portlanders know today.

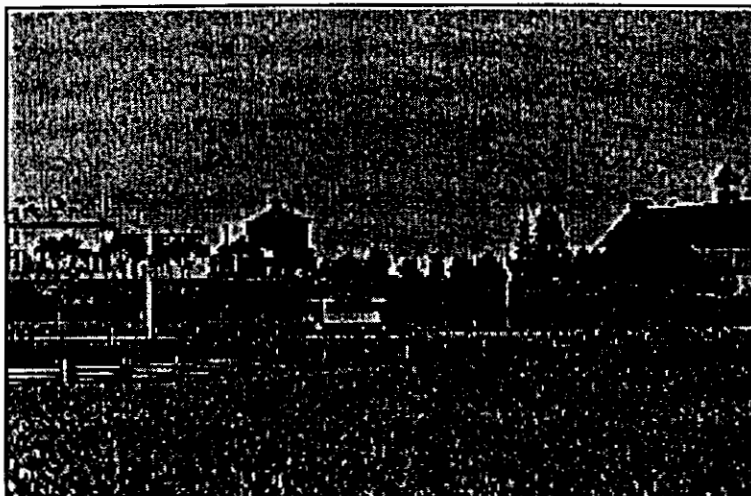
### *Consolidation of the Rail Systems*

With an increase in the number of streetcar and rail lines throughout the east and west sides of the river and lines across the Morrison and Steel Bridges, the Willamette Bridge and Railway Company had built the largest streetcar system on the west coast. The consolidation of Portland, Albina and East Portland had moved toward more efficient services provision, and people generally felt the numerous streetcar companies serving the Portland area should also be consolidated. The rail companies consolidated in 1891, leaving the city with two competing companies, the City and Suburban Railway Company and the Portland Consolidated Street Railway Company. By late 1893, the plan to create an electric powered system that would run on 42 inch tracks had been accomplished and the Portland Consolidated Street Railway's system was completely electrified.



A car of the Portland Consolidated Railway Company sits outside of the car barns on Couch and East Twenty-eighth at the turn of the century. *Source: Fares Please .*

Within four months of the consolidation of the three towns, the Hawthorne Bridge was sold to the city of Portland. Then the Mt. Tabor Railway Company and the franchise fee for the bridge were sold to the Steel brothers. Under their control, the electric line was extended along Hawthorne, and a line to Oregon City was added in 1893. Also, a new agreement with the Portland Consolidated Street Railway Company allowed the East Side Railway's streetcars to deposit passengers in the center of Portland.



A streetcar passes through the orchards and farms of the Ladd family on Thirty-ninth and Glisan. This site is in the heart of present-day Laurelhurst. *Source: Fares Please.*

#### *East Ankeny, Montavilla, Rose City Park, and Beaumont Lines*

In 1892, the City and Suburban Railway Company's expansion program on the east side initiated a line from Fifth Street to Twenty-eighth along East Ankeny, in what is present day Buckman. It turned north along Twenty-eighth Avenue and then extended along Glisan through Ladd's Hazel Fern Farm (now Laurelhurst) and beyond the Center neighborhood to the Montavilla area. It became the main artery for neighborhoods in the inner northeast area and was integral to the development of the Kerns and Laurelhurst neighborhoods. This line served as a launching point for later streetcar extensions north along Northeast Twenty-eighth Avenue (1902), along Sandy Boulevard to the Rose City Park (1907), and along Northeast Forty-second to the Beaumont neighborhood (1911).

The Twenty-eighth Avenue extension through present day Kerns, going north to Sullivan's Gulch, was primarily to serve workers of the newly constructed Doernbecher plant. The Sunnyside line, along with Mt. Tabor line on Hawthorne and the East Ankeny line spurred the development of commercial strips and nodes at car line intersections. The East Ankeny line's influence can be seen in the Twenty-eighth Avenue business district, the old Ankeny car barns at the 2700 block of Couch and 2800 block of Burnside, the old Trolley Inn at Twenty-eighth and Ankeny, and the business uses along Northeast Glisan outside of Laurelhurst.

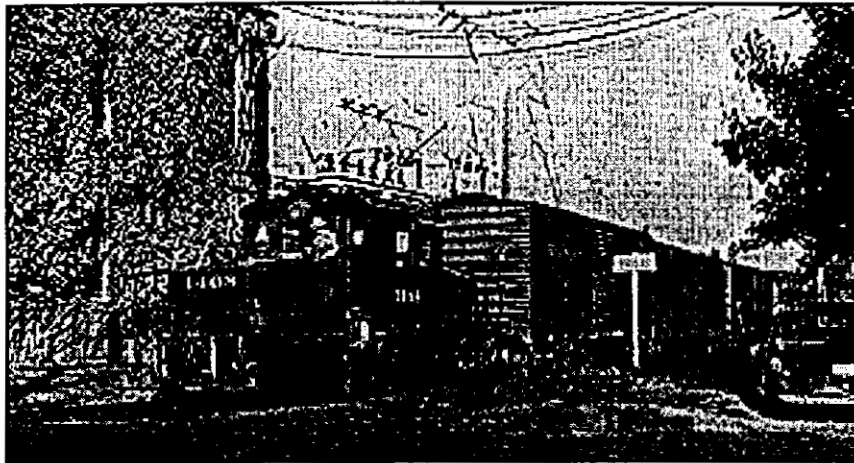


Bay E of the East Ankeny carbarn is a reminder of the streetcar era's prominence in Portland. Located in Kerns, the structure is a *National Register* landmark. Source: *Oregon's Architectural Heritage*.

#### *Development of the Sellwood Line*

The town of Sellwood, mainly accessed by launches on the river, soon developed the need for a streetcar service as a quick link with Portland. It granted the East Side Railway Company a franchise to extend a line south. The main reason was to access the City View Park and the horse track, located in the vicinity of present day Sellwood Park, which were a big draw for people from all around Portland. The line was seen as an excellent chance to increase ridership levels, thus generating business for the new company. A new bridge over Brooklyn Creek was built, resulting in the extension of the line as far out as the Brooklyn School along Milwaukie Road in 1891 and into Sellwood in 1892, and eventually as far as Milwaukie and Oak Grove. The line was completed to Oregon City by 1893.

The Center Street shops (now Tri-Met's headquarters) were opened to serve the entire system and eliminate the other scattered maintenance shops in 1912. These were accessed from the intersection of Milwaukie and Center, with the Sellwood alignment continuing down Milwaukie and across Southeast Seventeenth Avenue. The Sellwood line influenced the development of the Westmoreland and Thirteenth Avenue business districts. The line's affect can also be seen in rounded corners at the intersection of Southeast Milwaukie with Center, and in the Sellwood car barns at Southeast Thirteenth and Linn.



The power substation, to the left, covered with vines, was built in 1905 to serve the needs of Sellwood. This site was the terminus of the urban streetcar line and a connecting point for the interurban line to Estacada. Today the substation, an identified historic resource, sits idle and boarded up. *Source: Fares Please.*

#### *Waverly-Woodstock Streetcar Line and the Woodstock Subdivision*

The Waverly-Woodstock line operated within and south of the city of East Portland in what are the present day neighborhoods of Buckman, Hosford-Abernethy, Brooklyn, Creston Kenilworth, and Woodstock. Originally a horsecar, the line was later electrified due to a number of mechanical difficulties. On the corner of East Twenty-eighth and Powell a car barn and powerhouse were constructed to provide this line with electricity. It was also on this line that the first double truck electric streetcar was used successfully.



Woodstock carbarn at 26th and Powell.  
*Source: Fares Please*

By 1890, this line provided services from Clinton Street to the Richmond and Woodstock areas along two extensions. Subscription of local residents financed close-in portions along the extensions, while realtors eager to develop neighborhoods at the edges of Portland financed the outer portions. With the anticipated arrival of streetcar service, development of the 195 acre subdivision named Woodstock began. A few

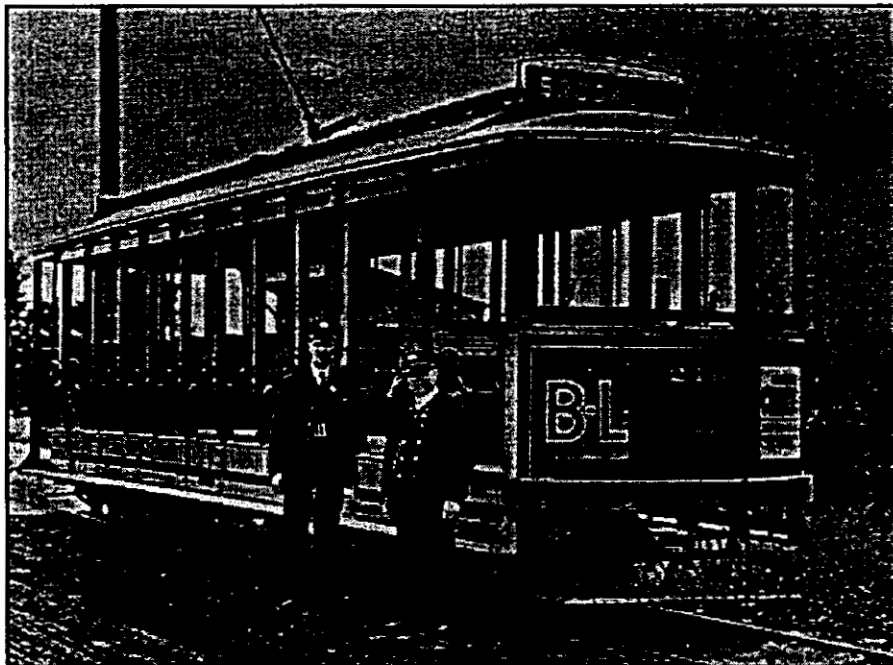


years later, in 1893, James Havelly, a trustee for the people who purchased the Woodstock plat, built one of the first homes in Woodstock, which still stands today.

The two extensions influenced the development of a small business district and irregular intersection at Twenty-sixth and Clinton; the irregular intersections at Forty-second and Holgate and Twenty-sixth and Powell; the old railway buildings at Twenty-sixth and Powell; and the Woodstock business district. Freight service was also offered on the Waverly-Woodstock line which contributed to the success of businesses along the line.

### *The Brooklyn Line*

The Brooklyn line started as a short streetcar line in 1901, connecting the Grand Avenue business district with the Brooklyn rail yards. This service was targeted primarily to the residents of Brooklyn and the rail yard workers. It snaked its way to Eleventh and Powell where the line headed due east, extending as far as Southeast Twenty-first. The line then took another small jog south to Bush Street. The influence of the alignment could still be seen at the intersection of Southeast Milwaukie and Powell prior to construction of the Ross Island Bridge.



A car from the Brooklyn line sits at Southeast Bush and Twenty-first. This particular car was built by City And Suburban to transport passengers to and from the Lewis and Clark Exposition. *Source: Fares Please.*

***The Burnside Street Line***

The Burnside Street line was the area's shortest-lived line, and ran across the Burnside Bridge between the Buckman and Nob Hill (in Northwest Portland) neighborhoods from 1903 to 1915. It followed East Burnside to East Sixteenth, then ran east along Pine to Eighteenth Avenue.

***Merging of City and Suburban and the Portland Railway Co.***

In 1896, eastern businessmen took over the Portland Consolidated Street Railway system and formed a new company called the Portland Railway Company. Meanwhile, the City and Suburban Railway Company (formed during the consolidation in 1891) was steadily expanding and making improvements to its Mt. Tabor, Brooklyn, East Twenty-eighth Avenue, East Ankeny, East Morrison and the Waverly-Woodstock lines. In September 1904, City and Suburban and the Portland Railway Company merged, forming the Portland & Suburban Railway Company. The appellation Portland and Suburban was later changed to the Portland Consolidated Railway Company in October 1904.

Over 100 miles of track were under the control of this new company, as well as several car barns including the largest one on the east side at Twenty-eighth and Ankeny. The only lines not in the possession of the new company were those of the Oregon Water Power and Railway Company, which were located along the river and in Sellwood.

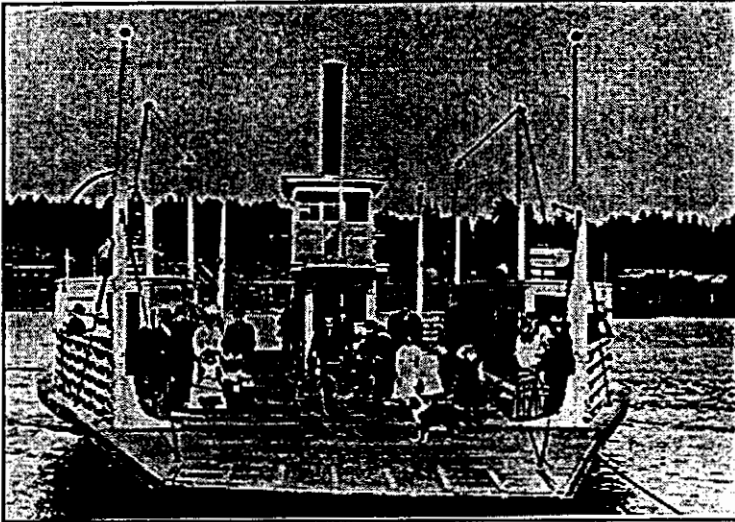
The Oregon Water Power and Railway Company operated the river route south to Sellwood in 1904 and also constructed a power substation for the growing Sellwood area. The power substation, eventually accompanied by a complex of streetcar barns built in 1910, was located at the terminus of the Sellwood line at Thirteenth and Ochoco Streets. This station, still standing today, served as the connecting point to the interurban line heading south to Estacada and eventually Oregon City. In October of 1905, bankers from New York and Philadelphia purchased the Portland Consolidated Railway Company and renamed it the Portland Railway Company, which also incorporated the Oregon Water Power and Railway Company and the Portland General Electric Company.

***Interurban Rail***

Unlike railways and streetcars, interurban lines ran in their own rights-of-way, had infrequent stops, and included freight operations. Beginning in 1904 an interurban line linked downtown Portland to Lents, Gresham, and Boring along the east side of the Willamette River, via Sellwood along what is now the Springwater Corridor. Remnants of this line include the track along the east side of the Willamette River between the Oregon Museum of Science and Industry (OMSI) and the Milwaukie industrial district.

### *Developments in Sellwood*

Supporters of the interurban line opened Oaks Amusement Park in Sellwood in 1905, and the park acted as a huge ridership draw. The developers barged



For some time, ferry service was the primary means for Sellwood residents to access the city of Portland. *Source: Collection of Sellwood Historical Committee.*

many of the amusement buildings upriver from the site of the Lewis and Clark Exposition after that event closed in 1905. These developments initiated a period of substantial growth for Sellwood. The area's commercial strip along Thirteenth Avenue, today referred to as Antique Row, was primarily developed from 1905 to 1920 and grew rapidly after the construction of the Bank of Sellwood in 1907.

Several of the buildings are still in use today, including the Bank of Sellwood in the 8300 block of Southeast Thirteenth and the Sellwood Fire Station in the 8200 block of Southeast Thirteenth.

### *Eastmoreland and Errol Heights*

W.S. Ladd's real estate company built a spur line that met the Sellwood line at the intersection of Southeast Milwaukie and Bybee and terminated at his Crystal Springs Farm.

This line was used to shuttle the materials and workers for the construction of Eliot Hall on the Reed College campus. By March 1912, the line was rerouted into the heart of the Eastmoreland residential district. From there another extension, the Errol Heights line, was built in 1913 and traveled

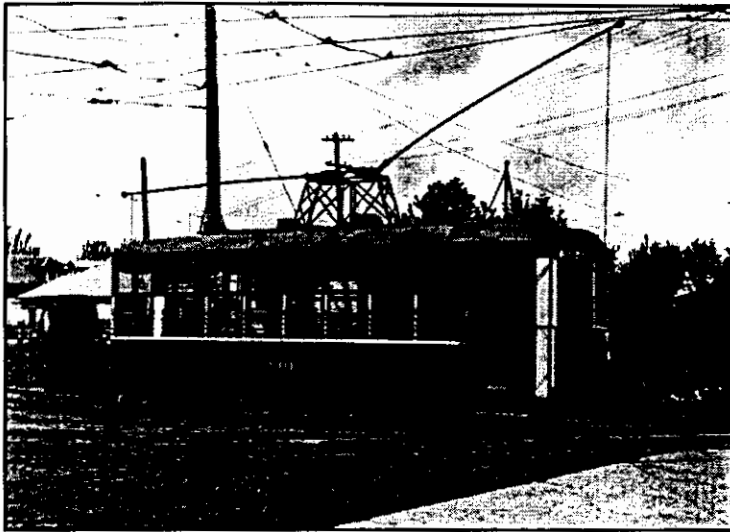


A streetcar line crossing the Southeast Bybee Boulevard viaduct in the 1920s. *Source: Oregon Historical Society.*

up Knapp and then Flavel to Fifty-second Avenue. The Bybee viaduct, which today crosses McLoughlin Boulevard and the Southern Pacific tracks, is the structure that was used by this streetcar line. The business district along Southeast Fifty-second near Flavel can trace its origins to the line's terminus.

### *Murraymead (Colonial Heights)*

Another short line opened in 1913 connecting the intersection of Southeast Twentieth and Hawthorne with the Colonial Heights neighborhood. It ran along Harrison Street to Southeast Thirtieth Avenue and encouraged development of the Colonial Heights neighborhood. Deed restrictions dictated that no commercial development occur along the line.



This standard gauge Birney car served the Murraymead subdivision. Source: Oregon Historical Society.

Remnants of the alignment are visible in the unusual

configuration of the Southeast Thirtieth and Harrison intersection.

### *Effects of the Spread of Streetcar Lines*

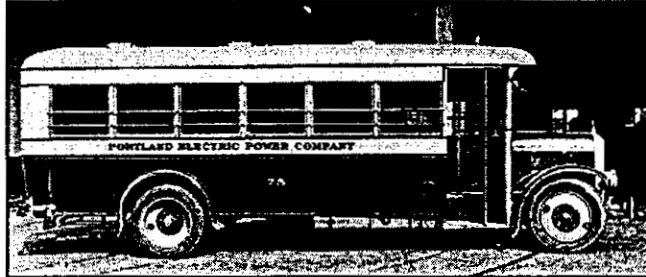
Corresponding with the Lewis and Clark Exposition in 1905, Portland's downtown experienced a boom in real estate values, which forced many retailers out of the core area. The abundance of the relatively inexpensive land on the east side, as well as easy access to the downtown area, were strong lures to displaced businesses. In 1906 significant headway was made in attracting a variety of commercial enterprises requiring large land areas, as well as small businesses. Proximity to railroads provided more economical transportation rates than river shipping, and helped create the east side's major warehousing and wholesaling districts.

Thus, the streetcar experienced its greatest success and highest popularity during the first decade of the twentieth century. The growth of new lines, the acquisition of new rolling stock, and investments such as the new streetcar shops represent the degree to which streetcars had become a part of Portland's culture and growth. Much of the growth on the east side of Portland was attributable to the proliferation of the streetcar. During the first decade of the nineteenth century, the population of the east side soared from 32,000 to 120,000 and by 1920 this population reached 185,000. Areas like Sunnyside, Mt. Tabor, Richmond, Sellwood, and Woodstock absorbed substantial amounts of the population. Even neighborhoods as far as half a dozen miles from the river sprung up as the streetcar enabled Portlanders to reside in locations previously inaccessible.

## **The Motor Age (1914-1940)**

### ***World War I (1914-1918) and the Demise of Streetcars***

World War I placed a strain on the streetcar system, and ridership levels began to decline. Even after the war, the demand for streetcar service continued to reduce. The Portland Electric Power Company even shifted their mode of transportation on some lines with the purchase of gasoline buses. The move towards gasoline powered buses was a prelude to the streetcar's eventual disappearance.



In 1924, the first gasoline powered buses put into use by PEPCO signaled the impending demise of the streetcar in Portland. *Source: Electrifying Eden.*

### ***Good Roads Movement***

While the private automobile appeared in Portland at the turn-of-the-century, it was not until the "Good Roads Movement," a street improvement and expansion campaign, that the automobile became a prominent feature within the urban landscape. Automobile registration in Multnomah County rose from 8,800 in 1916, one for every 28 residents, to 88,000 in 1930, one for every four residents. By 1907, major segments of Ankeny, Burnside, Grand, Hawthorne, and Morrison were improved. With the extensive proliferation of autos around 1920, most major arterials were paved.

The Auto Bus Company established a jitney service in 1915. This and the increasing ownership of private autos led to a steady decrease in streetcar ridership. These buses would travel along streetcar routes and scoop up waiting passenger willing to pay the five cent fare, then known as a "jitney." City regulations eventually ended jitney service in Portland.

### ***The Greater Portland Plan and the City's first Zoning Code***

In 1914, the Portland City Council approved *The Greater Portland Plan*, designed by Edward Bennett, a planner of the City Beautiful Movement. This movement focused on creating impressive, inspiring and imperial cities, and was prevalent in many of the city planning efforts which transformed cities at the turn of the century. The movement involved coordinating the street plans of the city with the civic spaces, architecture, landscaping, and park systems. City Beautiful plans often resulted in grouping public buildings around a park or a plaza, with large parkways or boulevards radiating from it.

Bennett's plan focused on accommodating both auto and streetcar transportation and establishing a separation of economic functions of the city. These ideas greatly influenced the actual development of Portland during the Motor Age.

The city established the first planning commission in 1918 to address some of the concerns expressed by Bennett. The first zoning ordinance, adopted in 1924, had four zones: single-dwelling, multi-dwelling, business-manufacturing, and unrestricted. This zoning code was use-oriented, and there were no regulations relating to heights of buildings, yard dimensions, or building density. The implementation of this zoning code resulted in the development of exclusively single-dwelling areas, as well as a separation of industrial and commercial use areas from residential areas.

Bennett's concern for accommodating both auto and streetcar transportation soon became a non-issue, as the automobile began to overtake the streetcar as the most popular mode of transportation. Streetcar usage which had reached its peak in 1919 with over 100 million passengers, quickly began to decline.

#### *Development During the 1915-1939 Period*

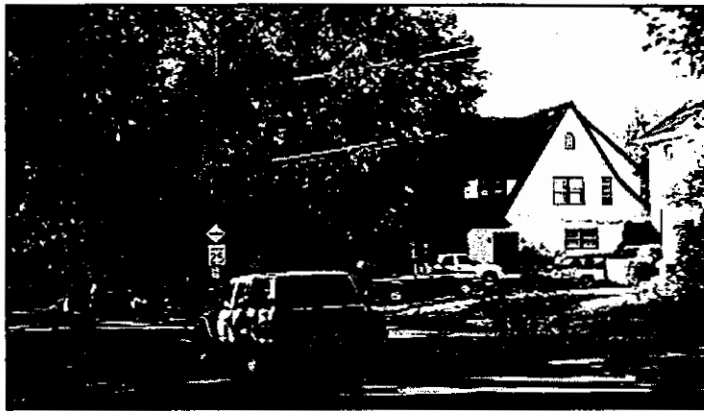
The development period between 1915 and 1939 is often identified as the Motor Age because of the growing impact of the automobile on the national landscape. During this time period, the EPCP area experienced a boom of commercial development catering to drivers, as local businesses began to draw this new class of customer from throughout the city. With the advent of the Motor Age, stables gave way to garages and auto sales buildings. Tin stores and carriage making shops became car body shops, and blacksmith shops became repair garages.

The inner east side evolved from being a supply center for wagons and carriages to a center for automobile sales and services. In the 1920s the streetscape was changing in the commercial areas. New buildings with broad plate glass showroom windows appeared on Grand Avenue. In addition, the Central Eastside Industrial District became the major distribution center for fresh produce brought in from local truck farms. The old trail between Oregon City and Fort Vancouver, which grew into Union Avenue (Martin Luther King Jr. Boulevard) and became US 99E (the main highway between Portland and California) in the 1920s, brought more cars and trucks through the heart of the original city of East Portland.

In the inner east side, several civic and social organizations proliferated. The city's first skyscraper, the Weatherly Building, was built in 1928 at Morrison and Grand. New land uses had begun to break up the old residential patterns.

### ***Development of Auto Suburbs***

By providing access to formerly remote areas, the automobile expanded mobility beyond the ability of the streetcar. As a result, growth continued to the east and farms gave way to new subdivisions and higher density development. A building boom in the 1920s accounted for 25,000 new homes in Portland. On the east side, builders filled in vacant lots in neighborhoods located three to six miles from the city's downtown. The middle and upper classes were able to buy new homes in areas like Eastmoreland as a result of automobile accessibility. Eastmoreland developed primarily in the 1920s, as a neighborhood of moderate to high income houses. In Eastmoreland, meandering streets were lined by large homes on spacious lots, a number of them designed by famous Portland architect Jamieson Parker.



The Eastmoreland neighborhood developed in the automobile era with wider streets and houses with garages.

### ***Portland's First Strip Commercial Development***

The evolution of Sandy Road into Sandy Boulevard during the 1910s and 1920s is a testament to the change from a streetcar suburb to a motor city. Sandy Boulevard fast became one of Portland's most spectacular commercial strips with large billboards and buildings shaped as symbols of their functions. As Alfred Sthaeli described them, "Stucco shoes for shoe shops, gas pumps tucked under mushroom canopies, giant milk bottles crowning a dairy, ... provided a series of visual exclamation points to entertain the drivers and riders passing along the way." In 1926, voters approved a bond to improve city streets. This was a catalyst for the growth of Sandy's prominence and the establishment of the Hollywood area as a business district. Other suburban shopping districts began to form, like the one at Fiftieth and Powell.

Although city budgets were tight, work went ahead to pave and widen city streets, construct new bridges and repair old ones like the Burnside Bridge. Burnside Street, for several blocks west and east of the bridge, was widened into a major east-west thoroughfare. This added to the flow of auto traffic along the edge of Portland's east side and made Burnside an attractive location for automobile sales and service businesses.

### ***The Great Depression (1929-1930s)***

As the 1930s began, the streetcar era was coming to a close. In 1932, a fleet of new streetcars were purchased in hopes of sparking an increase in ridership,

but they could not compete with the private automobile or the bus. Streetcar companies began to scrap their rolling stock and tracks. Turn of the century equipment, mostly the wooden cars, were the first to be retired as ridership continued to plummet through the 1930s. With the start of the Great Depression, the main streetcar company in town was forced to split into a number of smaller entities.

Telltale signs of the end of the streetcar's dominance were also apparent in local government policies and actions. By the end of the 1930s, the private automobile was the dominant mode of transportation and many of the streetcar lines in Portland had been discontinued. The *1935 Mass Transit Plan* recommended the removal of streetcars from several of the bridges. However, a streetcar still ran on tracks across the Hawthorne Bridge until the county removed the tracks in 1946, and the interurban line to Boring still operated until 1958.

A number of factors also contributed to a decrease in new construction and development in the EPCP area. These included the lack of new immigrants, the Economic Depression across the nation, and World War II.

#### **World War II to Today (1939-1980s)**

During the war years Portland experienced extraordinary population growth due to the flourishing ship building and maritime activities. This boom produced a steady flow of new workers in 1941. By 1944 the War Manpower Commission counted about 140,000 defense workers in metropolitan Portland. The sudden increase in industrial jobs in the city and gasoline rationing doubled transit ridership.

Sixty percent of the population lived within the city limits in housing built before World War II. The local housing market was tight due to the increasing population. The few undeveloped lots, remaining after the building boom that took place from 1915-1939, were used for one-story houses to meet the needs of war time workers and returning veterans in the 1940s. Vacancy rates dropped from six percent to two percent in 1941 and to one-half percent by 1942. The Housing Authority of Portland developed temporary public housing that helped absorb the increase in housing need. With easy access to factories, warehouses and docks, the east side continued to absorb the area's middle-income and lower-income households between 1945 and 1960.

The dispersal of population that began with the use of automobiles, accelerated to massive levels after World War II. Beyond Ninety-second Avenue, which was the limit of the streetcars and bus access, auto suburbs developed in the 1950s, adding about 50,000 residents. The population dispersal emphasized economic class barriers, and the river became a social barrier. In 1944, the inner southeast area rated below average in real estate



values and housing deteriorated. Poverty had set-in in many of the EPCP neighborhoods by 1960. The Buckman residential area, along with Lower Albina and downtown, was considered one of the city's postwar slum zones.

While urban renewal was going on in the downtown area, the east side neighborhoods were generally ignored or negatively impacted in the 1960s. Land in the neighborhoods immediately adjacent to the river was under pressure from a growing downtown office district and expansion of light industry and other uses. In the inner southeast area, cheaply constructed apartments replaced single-dwelling housing, as property owners sought to earn an increased return on their land until it was needed for more intense use.

The *Community Renewal Program*, initiated by the planning commission in 1967, recommended the preservation of high quality middle class neighborhoods through code enforcement. The program gave second priority to assisting middle class areas, such as Sellwood, that were feeling the effects of blight, and third priority to blighted areas with lower incomes, such as Brooklyn and Buckman. In the 1970s, these areas received support through housing rehabilitation, historic preservation and other public improvements.

In 1968 the federal Department of Housing and Urban Development, through the *Model Cities Program*, funded examination of problems in the north Portland area. This triggered a response in the inner southeast neighborhoods such as Buckman, Brooklyn, Sunnyside and Sellwood which argued that they faced problems similar to those of north Portland and required similar help. These neighborhood organizations allied with each other to influence federally assisted programs, focusing on housing, jobs, and education issues. In 1971, several inner southeast neighborhoods formed a coalition and successfully opposed the Mt. Hood Freeway project.

The housing shortage of the 1940s, the construction of the I-405 freeway loop in the 1960s and the inflation of housing costs in the 1970s all helped to preserve the inner east side neighborhoods from total deterioration. The freeway loop helped contain the business district in downtown. The inflation of the 1970s resulted in the reuse of the inner east side neighborhoods by the professional middle class.

Since the 1970s, many of the EPCP area's surviving stock of Victorian houses and streetcar era apartment buildings have been renovated or converted to other uses. Several east side shopping districts, retail strips along the old east-west streetcar lines and local clusters of retail of the early 1890s are still flourishing.

## **Historic Resources Within the EPCP Area**

### **Introduction**

This subsection describes the distribution of sites within the *East Portland Community Plan* (EPCP) area that have been identified as historically significant and examines the links between these historic properties and the history of EPCP area development. The subsection primarily includes resources that were included in the 1984 *Historic Resource Inventory* (HRI) which identified and ranked over 5,000 properties of historic significance within Portland (including buildings, structures, objects, and sites). Since 1984 additional properties within the EPCP area have been designated as City Landmarks, included within local Conservation Districts, or included on the *National Register of Historic Places*.

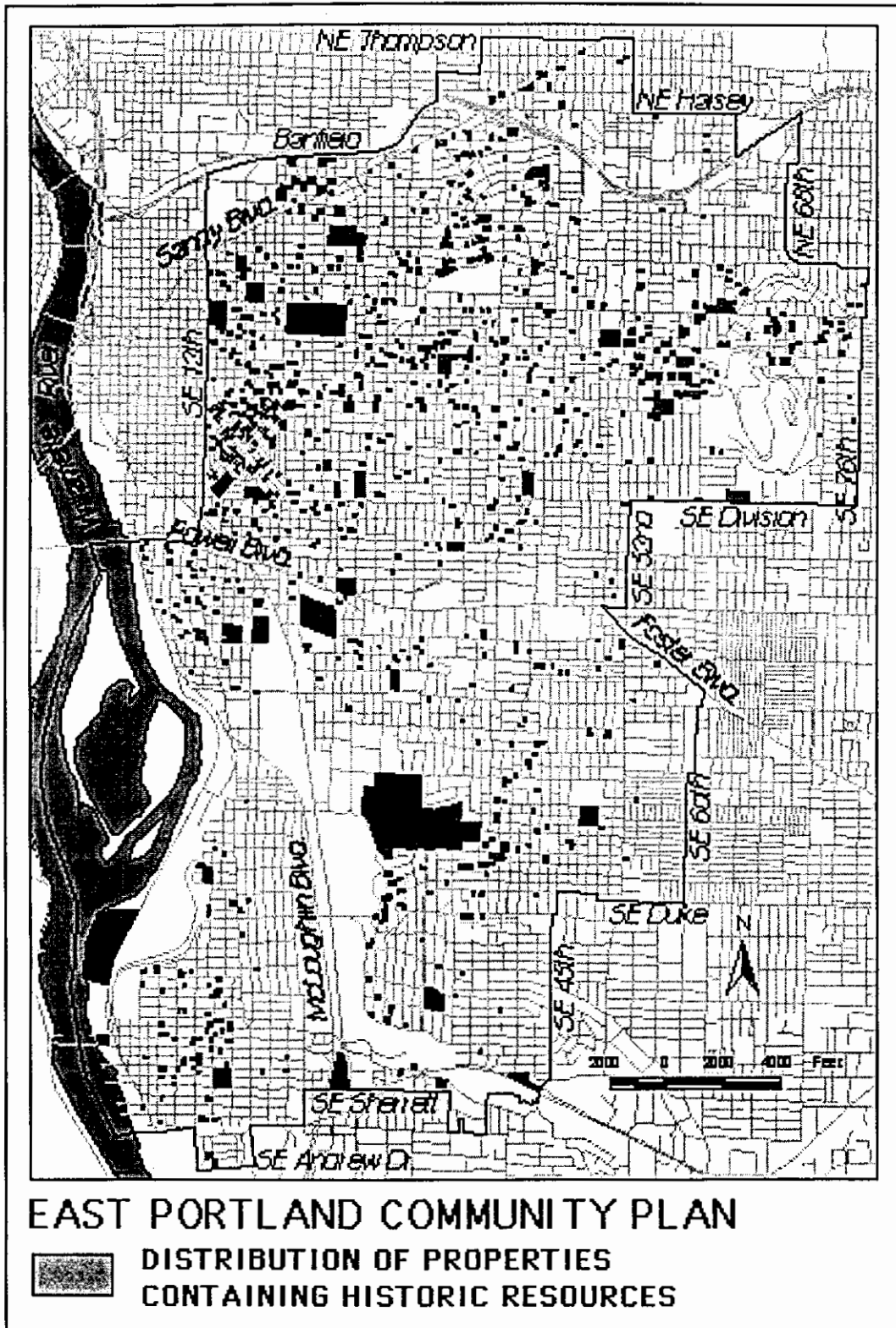
Within the framework of the EPCP, the Bureau of Planning would have updated the Historic Resource Inventory for sites within the plan area to include additional worthy sites, omit those no longer deemed significant, and update information about each site. Because the EPCP has been terminated the 1984 inventory is the most up-to-date resource available for detailed information on historic properties within the area.

This subsection also includes a description of historic architectural types prevalent in the Northwest and is intended to serve as a tool for neighborhoods interested in identifying the historic resources in their community.

There are several local, state and national programs available to assist people interested in preserving historic properties for use and enjoyment by future generations. For more information about historic preservation programs offered locally, contact the Portland Bureau of Planning at (503) 823-7700. For information about state and national programs, contact Oregon's State Historic Preservation Office at (503)-378-5001, ext. 226.

### **Identifying Historic Resources in the EPCP Area**

A map on next page shows the distribution of all HRI ranked resources within the EPCP area. Historic resources in the EPCP area can be categorized in terms of their type, style, and development period.



### *Type*

A resource's type describes what the resource is (e.g. building, site, district). The resource types in the EPCP area mostly include residential structures. Commercial resources including retail businesses, commercial recreation structures (such as bowling alleys and movie theaters), churches, and schools, are described if they were prominent within the time period. There are very few industrial historic resources identified within the EPCP area. They are located mostly in Kerns, along Twenty-first and Twenty-second Avenues, and in Sellwood and were built during the Progressive Era and the Motor Age.

### *Style*

A resource's style describes its predominant architectural characteristics (e.g. Colonial Revival, Bungalow, Queen Anne). Style and development period are related; however, each development period will include multiple styles and a single style may have been used during several development periods. Descriptions of the predominant architectural styles for the EPCP area begin on page 64.

### *Development Period*

A resource's development period corresponds to the era in which it was built (e.g. Progressive Era). Resources in the EPCP area can be described in the context of four major development periods:

- Early Settlement, Statehood and Steampower (1812-1865)
- Railroad and Industrial Growth (1866-1883)
- Progressive Era (1884-1913)
- The Motor Age (1914-1940)

### **Early Settlement, Statehood and Steampower (1812 - 1865)**

#### *Distribution Pattern of Residential Structures*

Four residential properties are included in the *Historic Resource Inventory* (HRI) from this time period. The oldest property is in the Hosford-Abernethy neighborhood and was the home of East Portland's original settlers, James and Elizabeth Stephens. This structure, which was remodeled, is now a multi-dwelling residence. It was recently placed on the *National Register of Historic Places*. Two other inventoried properties from this era are located in the Eastmoreland neighborhood, and the third is located in Sellwood, on Tacoma Avenue. There are no multi-dwelling properties identified in the HRI in this era.

#### *Architectural Style of Residential Structures*

The four inventoried structures of this era represent a variety of styles including Italianate and Classic Revival.

### ***Distribution Pattern of Commercial Structures***

The inventoried commercial property from this era dates back to 1851, and is the St. John's Episcopal Church. This building was moved by barge from its original location in Milwaukie and is the only property in Sellwood listed on the *National Register of Historic Places*.

### **Railroad and Industrial Growth (1866-1883)**

#### ***Distribution Pattern of Residential Structures***

Only 14 properties built in this time period are identified in the HRI, all of which are residential use structures. Nine properties from this era are in the Buckman neighborhood, most located within the old East Portland city limits. The other inventoried properties are scattered throughout Mt. Tabor, Brooklyn, and Reed. Two multi-dwelling properties are identified in the Buckman neighborhood.

#### ***Architectural Style of Residential Structures***

Residential buildings of this time period vary in style from Romantic styles (Rural Gothic Vernacular and Italianate), to Victorian styles (Queen Anne, Stick, and Shingle) to twentieth century styles (Colonial Revival). The Italianate and Queen Anne styles were popular in Oregon from 1855-1900.

#### ***Distribution Pattern of Commercial Structures***

No commercial buildings from this time period are listed in the HRI.

### **Progressive Era (1884-1913)**

#### ***Distribution Pattern of Residential Structures***

Neighborhoods such as Buckman, Sunnyside, Richmond, and Sellwood accommodated much of the growth from this era and many residential structures from this time period were included in the HRI. Six hundred and sixty-three residential buildings are present today, with single-dwelling structures accounting for 533 of these buildings. One hundred and fourteen of the rest are multi-dwelling buildings, seven of which are on the *National Register*.

#### ***Architecture Styles of Residential Structures***

Styles from the previous time period, such as the Italianate, continued to be built in the Progressive Era. A modified version of the Queen Anne style was also common in Sunnyside and Buckman during this era. Outside of the Romantic styles, Colonial Revival, Arts and Crafts, Shingle, and Bungalow styles gained in popularity in the Progressive Era. Greater access to architectural pattern books as well as tools and building supplies were great influences on the wide range of styles that became popular. Dominant styles of the multi-dwelling buildings are California Mission style, Colonial

Revival, American Basic and Streetcar Era Commercial. Most of them have stucco or brick exteriors and are at least two stories high.

***Distribution Pattern of Commercial Structures***

A total of 94 commercial historic resources are identified in the HRI from this time period. The oldest commercial structures are on Stark, Division, and Belmont and date to the late 1880s and early 1890s. The largest number of commercial resources are found along the major streetcar routes. They include Belmont, Division, Hawthorne, Stark, Woodstock, Milwaukie, and Southeast Thirteenth in Sellwood.

***Architectural Style of Commercial Structures***

The commercial structures from the Progressive Era are described as "Streetcar Era Commercial" in the HRI. The Streetcar Era Commercial structures are typically one to four stories high. The most common structure is composed of two stories with ground floor retail and office space or housing units above. They are wood or brick construction with Italianate or Queen Anne features and decoration such as bracketed cornices, gabled dormers, bay windows and arched windows. The windows on the first floor are large and orient to the street. The windows on the upper stories tend to be a smaller one-over-one double hung.

**The Motor Age (1914-1940)**

***Distribution Pattern of Residential Structures***

Although the Motor Age has only half as many inventoried resources as the Progressive Era, there are geographic areas within inner southeast where this era dominates the period of construction. Eastmoreland, Laurelhurst, parts of Sellwood and Hosford-Abernethy all flourished during this time period. Of the 310 residential properties included in the HRI from this time period, 65 are multi-dwelling buildings. Three of these multi-dwelling buildings are on the *National Register of Historic Places*.

***Architecture Styles of Residential Structures***

During the Motor Age the Bungalow and Arts and Crafts styles continued to be popular building styles. But building practices soon began to change as concrete slowly replaced brick and wood construction, especially in commercial and multi-dwelling structures. Historic period styles such as Mediterranean, California Mission, Colonial, and English Cottage gained popularity during this time. Examples of these varied styles can be found all over the east side, but are especially prominent in Eastmoreland, Hosford-Abernethy, and Laurelhurst. Multi-dwelling buildings inventoried in Buckman, Kerns and Hosford-Abernethy are predominantly of the California Mission style and Garden Apartment style.

***Distribution Pattern of Commercial Structures***

In the plan area, one hundred and six commercial structures are included in the HRI from the Motor Age. During this era the commercial structures continue to follow the streetcar lines, but later developed along the auto traffic routes such as Sandy Boulevard. The commercial areas described in the Progressive Era continued to add new buildings throughout the 1920s. When the automobile started to become the dominant mode of transportation the distribution patterns of commercial buildings changed. Since the land along the streetcar lines was often a prime location for commercial uses, the obsolete streetcar commercial buildings were replaced with auto-oriented buildings.

***Architectural Style of Commercial Structures***

The architectural style of commercial structures remained similar to the Progressive Era until the 1930s when the influence of the automobile resulted in a wider range of modern styles.

**Post 1940 era**

***Distribution Pattern of Residential Structures***

No residential structures in the EPCP area built after 1940 are inventoried in the HRI.

***Distribution Pattern of Commercial Structures***

Only one commercial structure built in 1976 has been identified in the HRI. It is the Rafters Restaurant of Wood, Post and Beam Utilitarian style, located at 200 block of Southeast Spokane in Sellwood-Moreland.

**Description of Architectural Styles**

***Classic Revival (1855)***

This style is rare in the EPCP area. One good example of the Classic Revival style is found in Mt. Tabor, and it is dated from 1885. The Classic Revival style exhibits a strong reference to classical architecture, most notably in the decorative design of the front porch.

*Italianate (1855-1890)*

In the urban center, the Italianate style gained popularity as Westerners were influenced by architectural plan books and European building trends. As Americans traveled overseas during the mid-nineteenth century, many were greatly impressed by elaborate Italian Renaissance villas and French Baroque architecture.

Characteristics of the Italianate style include:

- Symmetrical, two-story, double bay, frame structures;
- Low-pitched hip or gabled roof, sometime flat on commercial buildings;
- Pointed arched windows and door openings; and
- Decorative jigsaw-cut bargeboards, brackets, and porch trim.

Example: 1728 Southeast Belmont, built in 1870. This home is distinguished by a gable roof with bracketed box cornice and drop siding. It has a projecting polygonal bay with bracketed cornice, bracketed front porch with sawn wood ornament.



Italianate Style house at 1728 Southeast Belmont.

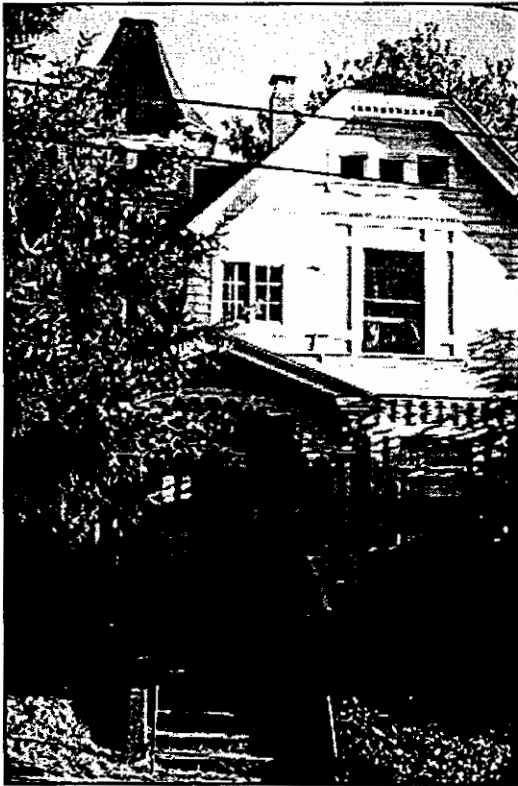


***Queen Anne Style (1880-early 1900s)***

Queen Anne styles were introduced to America in the mid 1870s and they found their way to Oregon soon after. This style from the Victorian Era was very popular through the early 1900s and is a dominant style in the landscape of the study area. Improvements in transportation made shipping of tools and mass produced ornamentation much easier and allowed rapid production of this style of building.

Characteristics of the Queen Anne style include:

- Two to two-and-a-half story frame buildings;
- Asymmetrical plans characterized by towers and turrets, wrap-around porches and verandahs, and recessed porches in upper floors;
- Massive decorative detail including gable ornaments, brackets, and spindlework; and
- Flared chimneys with clustered flues.



2036 Southeast Taylor—a Queen Anne style home.

Example:

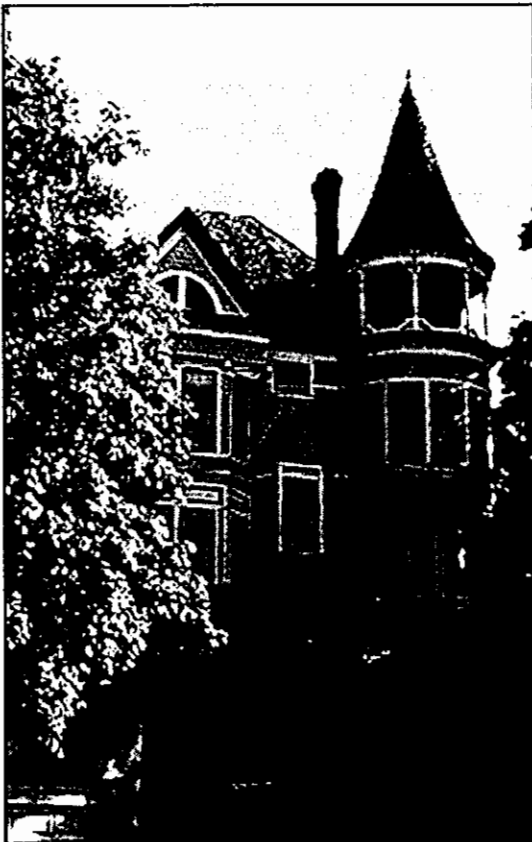
2036 Southeast Taylor street, built 1890. This two story home exhibits elements represented by the Queen Anne style in its polygonal bay under the projecting second story. The structure has a gable roof and a verandah with turned posts, elaborate scroll and spindlework.

*Queen Anne Subtypes (1870-1900)*

There are several subtypes which share a number of common attributes, such as asymmetry in plan, patterned shingles, and a vertical emphasis. The subtypes differ mostly in the amount and type of decorative ornamentation. The Queen Anne Vernacular style is a simplified version of the Queen Anne style, and is the most common subtype in the plan area. On Portland's east side, entire blocks were often developed by the same contractor, resulting in clusters of nearly identical Queen Anne Vernacular homes.

Characteristics of the Queen Anne Vernacular style include:

- Lack elaborate decoration of high-style Queen Annes, but retain features of the style such as polygonal window bays and paired windows;
- Verandahs and detailed corner or partial porches; and
- Rectangular or ell-shaped plan with fewer wings and bays than high-styled Queen Anne.



Example:

1516 Southeast Pershing Street, built in 1883. This home is typical of the Queen Anne Vernacular style with its intersecting gable roof and decorative cut shingles. Decoratively patterned porch posts and spindle work and the corbelled chimney are also representative of the style.

1516 Southeast Pershing—an example of Queen Anne architecture.

***Colonial Revival (1890-1915)***

Improved transportation and the availability of pattern books, popularized styles prominent in Europe and on the East Coast. It brought two Boston architects, William Whidden and Ion Lewis, with the skills to design fashionable building in this new style. They established their own firm in 1890, and over the next 20 years, produced some of the city's finest Colonial Revival homes. This style of building is found throughout the study area.

Characteristics of the Colonial Revival style include:

- Gambrel, and low-pitched hipped and gable roofs;
- Rectangular form with formal facade organizations, usually with bilateral symmetry and central prominent entrance or portico;
- Wood-frame construction with thin weatherboard siding; and
- Building trim based on the eighteenth-century interpretation of classical architecture—quoins, garlands, swags, columns of various orders, dentil molding—and some Queen Anne elements, such as leaded glass windows.

Example:

5511 Southeast Hawthorne Boulevard, built in 1906. The Buehner House in Mt. Tabor is possibly the finest and best preserved example of Colonial Revival architecture in Portland. The Whidden and Lewis designed house stands two-and-a-half stories, and is dominated by a two story entrance portico. It has a low pitched hip roof with decorative roof cornice with medallions.



Also a *National Register* property, the Buehner House represents an excellent example of Colonial Revival architecture. The house was built in 1905. *Source: Oregon's Architectural Heritage.*

*Arts and Crafts (1900-1920)*

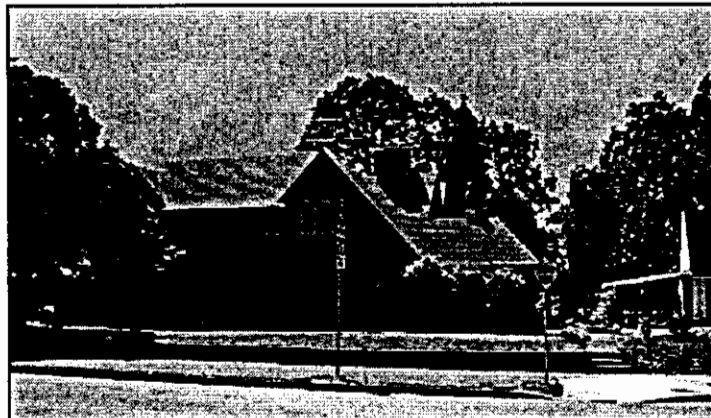
The Arts and Crafts movement, initiated in England, heavily influenced art and architecture in the United States from the 1880s onward. The ideals of this movement were love of nature, respect for the common man and craftsmanship. It led many architects of the time to base their designs on traditional, rather than classical, houses built by country people out of available materials.

Characteristics of the Arts and Crafts style include:

- Steeply pitched gable roof, often with intersecting or double gable dormers, or with one slope occasionally sweeping close to the ground;
- Asymmetrical composition, generally rectangular, with roof, window and porch projections;
- Stucco, shingle, brick, or horizontal siding sometimes used in combination; and
- Simplified English vernacular elements such as simulated half-timbering and simulated thatched roofs.

Example:

6209 Southeast Thirteenth Avenue, built in 1912. This structure was designed by prominent Portland Arts and Crafts architect Wade Pipes, who trained in England in 1910 and practiced in Portland from 1911 until the late 1950s. The first floor of this Sellwood home was constructed of stucco and the second floor of horizontal wood siding. The multiple gabled roof is the hallmark of Pipes' style.



6209 Southeast Thirteenth Avenue—an Arts and Crafts Style home.

***Bungalow Style (1900-1925)***

The Bungalow style, one of the most common styles in the plan area, was popular beyond the Progressive Era, well into the Motor Age. The Bungalow was influenced by the Arts and Crafts movement and advocated fine craftsmanship, structural honesty, and use of natural materials. The architect-designed Bungalows built before the end of World War I were typically designed for wealthy clients and were often large and extravagant. After the war, architectural magazines provided plans for a more basic and compact Bungalow that middle class families could afford. As witnessed here in Portland, this new style gained great popularity in neighborhoods throughout the east side, especially in Hosford-Abernethy, Laurelhurst, Mt. Tabor, and Sunnyside.

Characteristics of the Bungalow style include:

- Low-pitched gabled or hipped roof with wide overhanging eaves and exposed rafters, exposed purlins, and decorative brackets;
- Exterior chimneys often of cobblestone or rough brick;
- Wood-frame or brick construction with rustic surface materials (shingles, rock, rough brick); and
- Porches, verandahs, sunrooms, and sleeping porches often supported by tapered porch posts.

Example:

1744 Southeast Locust Avenue, built in 1908. This Hosford-Abernethy home is part of the Ladd's Addition *National Register Conservation District*. The roof is intersection of gables, broad eaves with exposed rafters with decoratively cut ends. The exterior is surfaced with shingles and it has a curvilinear brick wall forming terrace.



1744 Southeast Locust Street—a large bungalow style home.

*Mediterranean (1910-1935)*

Mediterranean style buildings are based on the vernacular stucco buildings in villages and towns along the Mediterranean sea. This style was popular mostly in multi-dwelling buildings within the study area. Examples of this style are common throughout the study area, especially in the Buckman neighborhood.

Characteristics of the Mediterranean style include:

- Low-pitched hipped or gabled roof, often tiled;
- Wooded or wrought-iron railings, balconies, and window grilles;
- Ornamentation inspired by Spanish or Mexican Baroque architecture, including colorful decorative tiles; and
- Wood-frame construction with smooth or textured stucco wall surface, sometimes poured concrete.

Example:

1232 Southeast Main Street, built in 1911. This apartment house in Buckman has a hip roof with triangular ventilation dormers. The first floor has a recessed gallery framed by a rectangular opening. Second floor galleries are arcaded. The exterior is a textured stucco wall surface.



1232 Southeast Main Street—an example of Mediterranean architecture.

***Mission (1910-1935)***

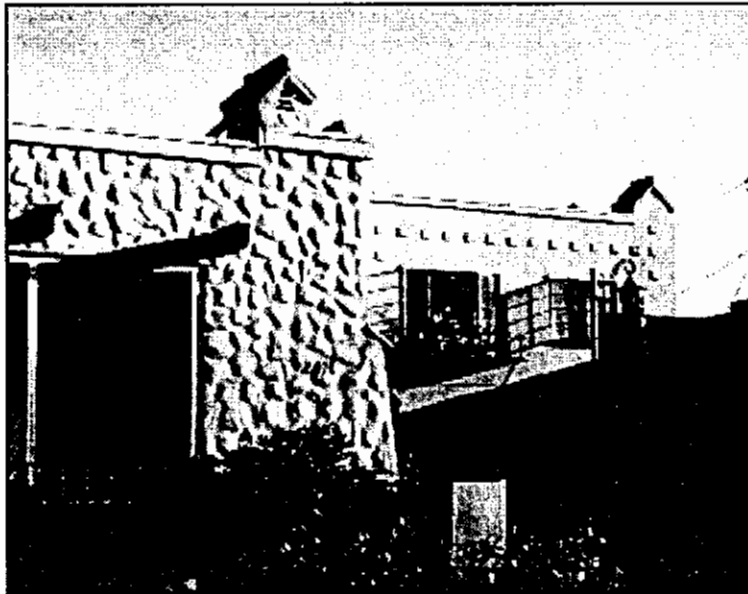
The Mission style is inspired by early stone or adobe buildings of the mission period of California history. The style had become popular as early as the 1890s in public buildings and by 1910 had become a popular residential style as well. The Mission style is common to the Hosford-Abernethy neighborhood, mostly in apartment houses.

Characteristics of the Mission style include:

- Low-pitched, often tiled, curvilinear parapets rising above the roof line;
- Projecting roof beams, either real or imitation; square towers sometimes crown the roof;
- Symmetrical composition with wood-frame or brick construction with stucco walls; and
- Wrought-iron decorative trim (railings, light fixtures).

Example:

2010 Southeast Sherman Street, built in 1927. This apartment house in Hosford-Abernethy is representative of the Mission style with its flat roof with red tiles at coping. Its exterior is of stucco, with some adobe texturing, and raised decorative panels. Wrought-iron balcony railings are found under its windows.



2010 Southeast Sherman Street—an example of Mission architecture.

*English Cottage (1910-1935)*

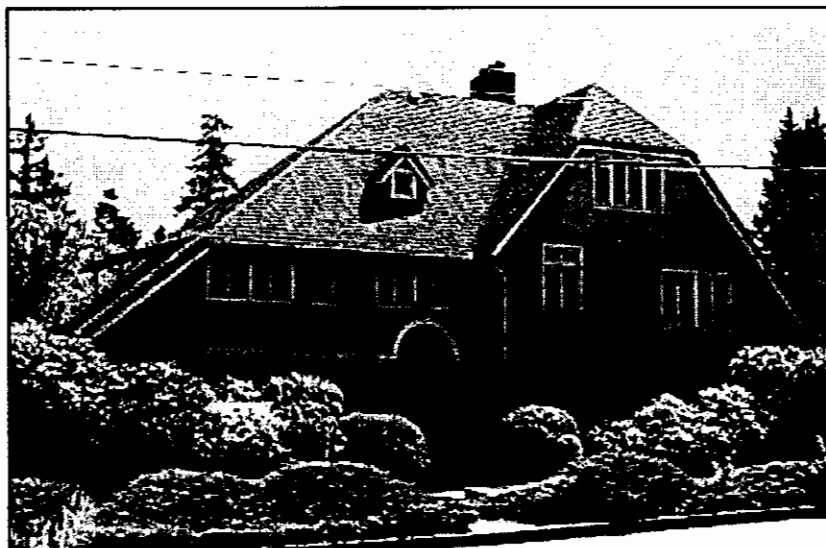
The English Cottage style followed the tradition established by the English Arts and Crafts movement. English architects of the late nineteenth century looked to the traditional cottages of the past for inspiration. Examples of this style are found in many expensive neighborhood's, such as Laurelhurst, although a more modest version was also built. This version usually stands only one story tall, but it still maintains a picturesque feeling suggested by curves in the windows and roof.

Characteristics of the English Cottage style include:

- Medium pitched gable roof with rolled eaves, or gable ends flush with wall surface;
- Prominent chimneys, frequently with compound flues;
- Asymmetrical plans, usually one-and-one-half stories; and
- Picturesque storybook details such as curved sidewalk entry or spider-web window design.

Example:

3574 East Burnside Street, built in 1916. This Laurelhurst home has a steeply pitched multi-gable roof with a round arched hood over its main entry. The home stands one-and-one-half stories and has an exterior finish of stucco.



3574 East Burnside Street—an example of an English Cottage style home.



**Colonial (1910-1935)**

The Colonial style is based on seventeenth and eighteenth century Colonial architecture, and differs from the Colonial Revival style of 1895-1915 in its attention to more historically correct detailing and the lack of Queen Anne elements such as bay windows or leaded glass. Prominent Portland architect, Jamieson Parker designed a number of homes in this style in Eastmoreland in the 1920s.

Characteristics of the Colonial style include:

- Low-pitched hipped, gable, or gambrel roof;
- Small chimney, usually interior;
- Wood-frame construction with six-inch or narrower weatherboard siding; and
- Bilateral symmetry.

Example: 3017 Southeast Tolman Street, built in 1922. This Jamieson Parker designed home in Eastmoreland is of wood-frame construction with overhanging weatherboard second story and a stucco first story. It has two narrow hipped dormers on low-pitched hipped roof and a central chimney with brick top.



3017 Southeast Tolman Street—a Colonial style home.

**Streetcar Era Commercial (1884-1913)**

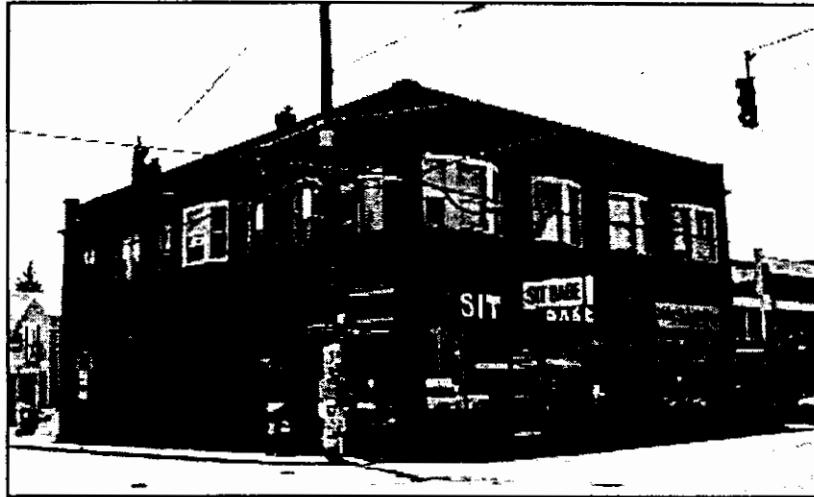
Characteristics of the Streetcar Era Commercial style include:

- Brick or Wood Construction;
- Ornate brick detailing; and
- Built up to front property line.

Example:

3352-3356 Southeast Belmont Street, ca. 1897-1908.

This structure has ground floor storefronts with offices or apartments above. It is constructed of brick, has second story bay windows, bracketed cornice, and a flat roof with parapet.

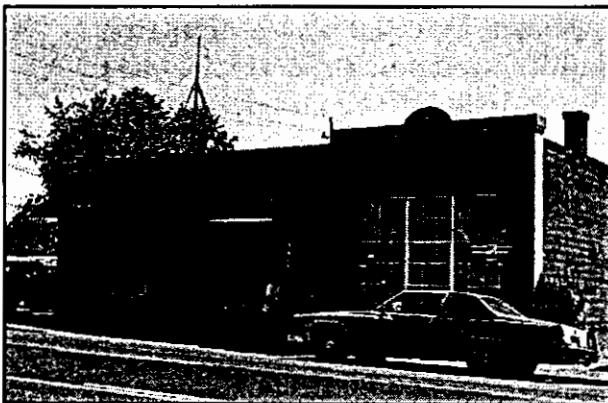


This building at Thirty-fourth and Belmont Street is a remnant of the early streetcar influenced commercial development.

**Motor Age Utilitarian Commercial (1915-1940)**

Characteristics of the Motor Age Utilitarian Commercial style include:

- Steel, concrete, and glass construction;
- Little ornamentation; and
- Built up to front property line or set back to accommodate additional automobile storage and parking.



4424 Southeast Hawthorne Boulevard—an example of early commercial development.

Example:

4424 Southeast Hawthorne Boulevard, built in 1926. D & D Auto Body and Paint was one of the original auto service facilities in the Richmond neighborhood. It is built in the reinforce concrete utilitarian style which is common for auto garages. It has a flat roof, arched parapet with molding, a recessed service bay, and a stucco exterior.

## Urban Design

### Introduction

The character and urban design of the *East Portland Community Plan* (EPCP) area has resulted from the area's unique history. The EPCP area consists of residential areas, commercial districts and public places with distinct urban features that contribute to its character. This subsection describes the major urban features by defining three distinguishable sub-areas within the EPCP area:

1. Residential areas with special plats
2. Streetcar era residential and commercial developments
3. Auto-oriented developments

This subsection does not attempt to describe all examples under each sub-area.

### Residential Areas with Special Plats

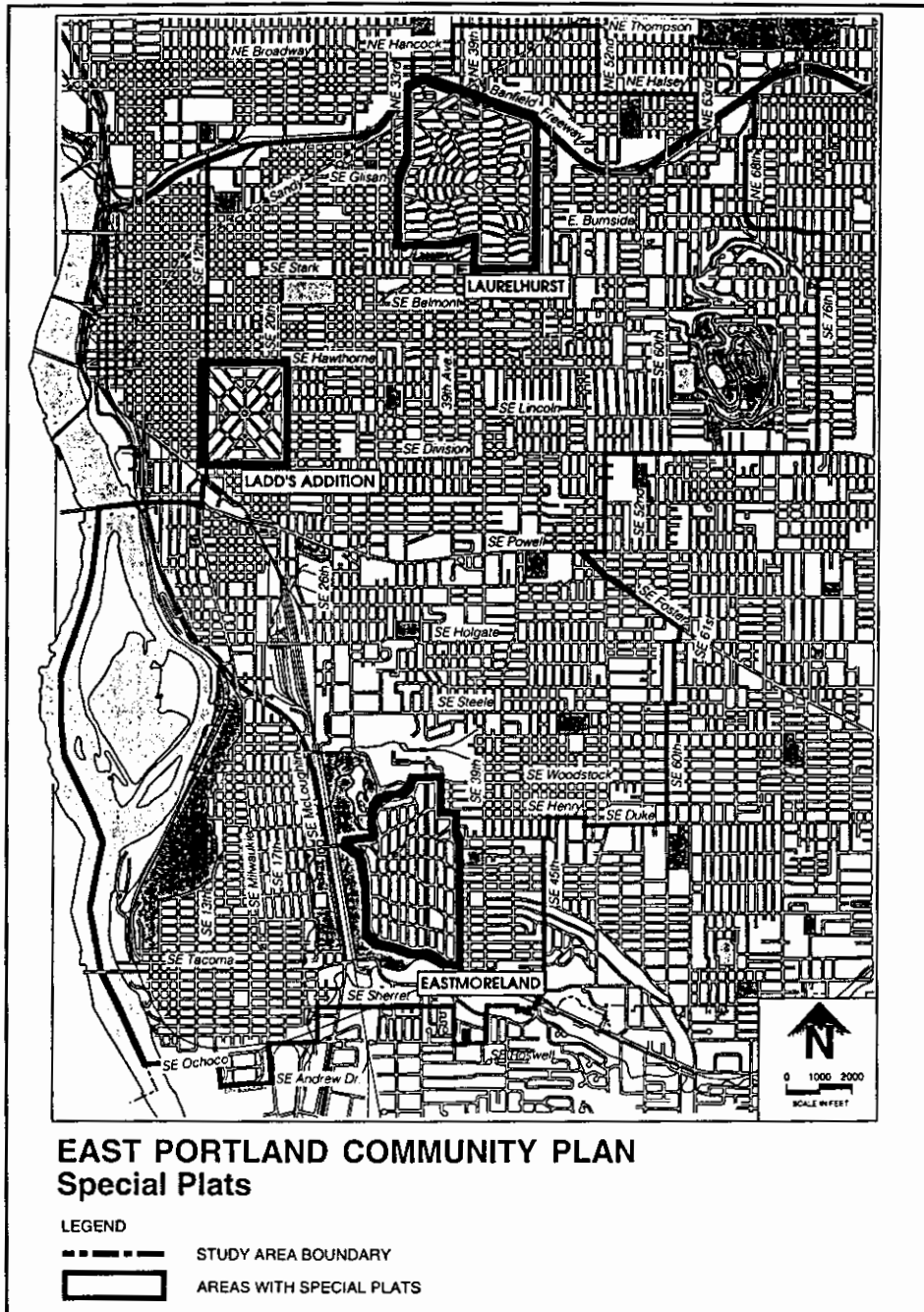
Areas such as Ladd's Addition, Laurelhurst and Eastmoreland have distinct plats that were the result of a conscious effort to create special residential enclaves without any intervening commercial development.

#### *Ladd's Addition*

In the late 1870s, prominent Portland businessman and political leader William S. Ladd acquired the 126 acres of land that was to become Ladd's Addition. The land was platted and marketed in 1891, but it was only in 1905 that the first residential construction took place. Service to the area by streetcars along Hawthorne Boulevard, Clinton Street, Grand Avenue, and Powell Boulevard was a large part of the eventual success of the development.

Ladd's Addition today stands as a cohesive neighborhood of twentieth century buildings, primarily residential, platted in a distinctive geometric pattern which differentiates it from any of its contemporaries on the west coast. It epitomizes the growth of early twentieth century streetcar era neighborhoods in Portland. Its evolving residential architecture, streetscape, and public spaces embody and express middle class tastes in urban living.

Heavily influenced by the beginning of the City Beautiful Movement (see page 55 for description), the plat is a striking departure from the usual street grid development around it. With formal symmetry echoing Renaissance cities and gardens, it has a hierarchical series of intersecting diagonal and right-angled streets. These create 32 polygonal blocks of varying sizes and shapes organized around a circular central park, and four secondary diamond-shaped parks. These five parks serve as separate nodes that draw the



**EAST PORTLAND COMMUNITY PLAN  
Special Plats**

LEGEND  
 - - - - - STUDY AREA BOUNDARY  
 [Thick Black Outline] AREAS WITH SPECIAL PLATS

neighborhood in on itself in complex patterns of internal circulation; no internal street goes more than two blocks without interruption or termination by one of the five parks or another street. The layout of the addition creates complex spatial sequences and unexpected views when experienced in three dimensions.

Ladd's Addition is one of the few plats in Portland with alleys. These narrow streets bisecting the blocks have their own spatial order, with private gardens and garages. Every street in the addition, including Ladd's Circle, is lined



Ladd's Addition is characterized by its unusual street pattern and corresponding gardens.

with six to twelve foot setbacks from the front lot lines on most lots and 15 foot setbacks on the irregularly shaped lots at the end of the blocks. Parking strips are lined with green archways of elms and maples.

With the exception of the Ladd Circle Grocery and the cafe located in the heart of the addition, commercial development is restricted to the outer edges, providing a transition from the auto-oriented thoroughfares delineating the district. The area around the southern border of Ladd's Addition, near Southeast Division Street, is unique, as it is not a streetcar-influenced development, but an early auto-oriented thoroughfare. Three auto garages and service stations, built between 1922 and 1926, reflect the growing needs of car owners at the time.

More than 87 percent of the buildings in the neighborhood were built between 1905 and 1939, resulting in an architecturally rich mix of early twentieth century revival styles. The predominant styles of buildings are Bungalow and Craftsman styles, twentieth century Colonial and some post-World War II styles. The addition was designated by the city as a Historic Conservation District in 1988 and is included on the *National Register of Historic Places*.

### ***Eastmoreland***

Eastmoreland, a 275 acre auto suburb, was platted by the Ladd Estate in 1910. It was designed as a "University Residential Park," located adjacent to the Reed College campus. It was meant to attract a high grade of citizens and dwellings, being in proximity to this center of learning. As stated in an early promotional brochure for the subdivision, the character of Eastmoreland was

meant to represent symbolically "the refining influences that would radiate from this magnificent structure of learning."

Today Eastmoreland's special plat contributes to its identity. The prominent urban features of the plat are winding streets, wide strips reserved for parkways, oversized and irregularly shaped lots, corners of blocks laid out in sweeping curves, and the abundance of shade trees such as beeches and elms that form graceful columns along the streets.



Eastmoreland's wide, winding boulevards lined with trees were designed to make driving a pleasure.

This residential enclave has well-kept houses with special front setbacks and beautiful landscaping. Primarily a 1920s development, it is notable for its homogeneity of moderate to high income houses. Some of the residences in Eastmoreland are the work of one of Portland's prominent architects, Jamieson Parker. Parker began his brief career by designing a series of classically-derived twentieth century Colonial houses in the neighborhood. Most of the residences are designed with garages to accommodate the automobile.

Reed College Place, a park-like street running north-south, terminates at the entrance to Reed College. This area is remote from industry and commerce and has edges defined by the Reed College campus to the north, the golf course to the west, and the wooded ravine of Johnson Creek to the south.

### ***Laurelhurst***

The Laurelhurst Company and the Ladd Investment Company together developed the Laurelhurst neighborhood to be a "neighborhood with character," having street and utility improvements and amenities that would make it an attractive place to live in. Deed restrictions excluded the building of apartments and commercial buildings and its family-oriented character was

to be preserved. Many of the homes in the Laurelhurst neighborhood were built in 1910s.

The plat of this streetcar suburb is a prime example of the City Beautiful Movement (see page 55 for description), and is very distinct from the adjacent areas. Designed by the Olmstead Brothers, several of its features are testaments to the planning and design of this grand movement. Curved tree-lined streets follow the contours of the land; parkway strips run along the streets; and elms, silver maples, and horse chestnuts, planted between 1910 and 1916 at 30 foot intervals, shade the park-like sidewalks. Grand boulevards (Thirty-ninth Avenue, Burnside and Glisan) run through the neighborhood. The Laurelhurst gates, seven monumental sandstone arches built in 1910, enhance the entrances to the neighborhood.



The sandstone Laurelhurst gates mark the entrances to the subdivision.

Other unique architectural forms that contribute to the streetscape are the Coe Circle with its statue of Joan of Arc, the gas lantern on Northeast Hassalo, and the many horse rings found on the curbs.

The 31 acre Laurelhurst Park has a grand design which was also influenced by the City Beautiful Movement and the Olmstead Brothers' parks plan for the city. Its original natural feature, a small spring-fed pond located in the swamplands at the southwest corner of the neighborhood, was preserved and converted to a manmade lake. Its numerous trees and special lighting makes it a popular place to visit. The park was voted the most beautiful park on the West Coast by the Pacific Coast Parks Association in 1919 and is a regional attraction today. The recreational opportunities offered by the park, and the access to public transportation also contribute to its sense of place.

Building restrictions influenced the architectural character of the neighborhood. All houses were required to setback at least 20 feet from the

front property line. A broad range of architectural styles are found in the neighborhood, including Bungalows, Arts and Crafts mansions, Tudor Revival structures, English cottages, Prairie-style homes, Colonials and Mission Revival houses.

The far northwest and northeast corners of the plat are no longer a part of the contiguous residential area due to the influence of the Banfield Freeway and commercial expansion on Sandy Boulevard.

### **Streetcar Residential and Commercial Development**

The current street layout and development pattern of the EPCP area resulted primarily from the extensive network of streetcar lines that developed in the period between 1884 and 1913 (streetcar era). The residential neighborhoods in the early 1890s were distinguished by retail strips along east-west streetcar routes and by local retail clusters. Within walking distance from these clusters, both single-dwelling and multi-dwelling homes were developed.

Streetcar era influences can be seen at three scales: a) large areas and neighborhoods, b) linear districts, and c) small nodes.

#### ***Large Areas and Neighborhoods***

Areas such as Sellwood, Buckman, and Sunnyside were shaped by the streetcar lines running through them and linking them to other areas. The Mt. Tabor, Richmond, Ladd's Addition, Woodstock, Sellwood and Westmoreland areas are dotted with bungalows, built during the early 20th century, as a result of the streetcar access.

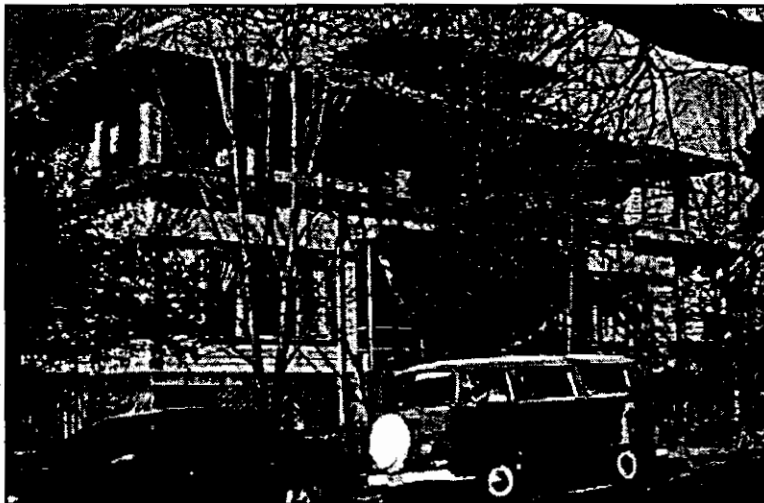
Sellwood, an example of a neighborhood that developed during the streetcar era, is located south of historic East Portland on the east bank of the Willamette. It developed as a separate town site during this time. Access to this town, first by ferry, steamboat and launch, and then by steam and electric railways, helped it to develop as a self-contained community. Even after it was annexed to the city of Portland, it continued to flourish and today it is characterized as an urban village. It has a variety of housing types, a rich mix of commercial uses, natural open spaces, recreational opportunities and transportation alternatives that make it a thriving, vital community.

Three pedestrian-friendly, commercial centers, each with a unique identity, have contributed to making the area vibrant. Milwaukie Avenue serves as a small town main street, with its streetcar influenced mix of businesses. Thirteenth Avenue's Antique Row, with its special street amenities, draws people from outside the neighborhood; and Seventeenth Avenue with its pedestrian-scaled developments serves the needs of the local residents.



The sense of place is enhanced by urban features such as the Sellwood Bridge, which is a gateway to the community; the Oaks Bottom Park with its natural paths, pedestrian paths along Southeast Milwaukie in Westmoreland, the active river edge, and activity node at Southeast Milwaukie and Southeast Bybee.

Areas like Buckman, Sunnyside and Kerns contain many of the city's surviving stock of Victorian houses from the streetcar era. They are also dotted with multi-dwelling buildings in the form of walk-up apartment buildings that relate closely to the street, with no front setbacks. Parking is most often provided on the street. The apartments have special architectural features that are distinct to the streetcar era. A few apartments of this era are scattered in Creston Kenilworth, Brooklyn, Sellwood-Moreland, Richmond and the West Clinton section of Hosford-Abernethy.



A quadruplex multi-dwelling building in the Buckman area.

The predominant types of streetcar era multi-dwelling buildings found in Buckman, Sunnyside and Kerns are:

- **Quadruplexes:** They are typically two stories high, each having about four units. They often have basements and attics, and are mostly built in wood. They have no garages.
- **Rowhouse apartments:** They are typically one to two stories high with about four to six units each; most of them have on-site garages. They may have basements and are mostly built in wood, stucco or brick.
- **Courtyard apartments:** They are usually single storied buildings having anywhere between eight to 20 units. They are built in brick or wood; masonry is an exception. They often have basements and garages on site.
- **Block apartments:** They cover a whole 200 x 200 foot block and are typically two to four stories in height. Wood, brick, stucco, and masonry are the common forms of construction and they often do not have

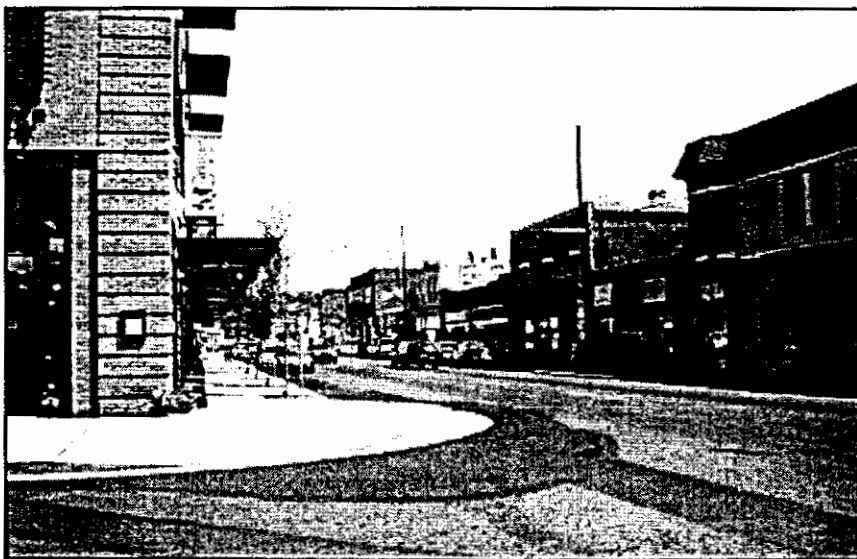
basements. The number of units range from four to 60 and, except in some cases, garages don't exist.

- Split block apartments: Found mostly in the Buckman area, these U-shaped apartments are between two and four stories high; the number of units range from 20 to 60. They are built in brick or masonry. Most of them have basements, but no garages.

### *Linear Districts*

The present commercial streets of Hawthorne in Buckman and Hosford-Abernethy, Belmont in Sunnyside, Milwaukie in Brooklyn and Sellwood, and Sandy in Kerns and Hollywood, are remnants of linear streetcar era commercial districts. These traditional main streets support neighborhood movie theaters, restaurants, taverns, and professional offices that are a focus for the surrounding neighborhoods. Most of these streets have mixed use buildings that are usually two to three stories high, with housing units located above retail uses. The buildings are built in brick, wood or stucco, and with a few exceptions, they do not have on-site parking garages or basements. They often help define the edges of the street, and the storefronts contribute to the pedestrian-friendly character of the street.

With the opening of the Sunnyside line on Belmont Street in 1886, the area's first neighborhood shopping center was developed. It started as an area of about one-half square mile between Southeast Thirty-third and Forty-fourth Avenues. Today, the influence of the Sunnyside-Mt. Tabor streetcar alignment can be seen in the central Belmont business district. A number of historically significant commercial buildings from a bygone era still serve the retail needs of Sunnyside residents. In addition, much of the residential development that grew adjacent to the Sunnyside line remains intact. This



The recently renovated, mixed use Belmont Dairy project fits well with Belmont's streetcar commercial character.

includes apartment dwellings in the Streetcar Era Commercial style, as well as Queen Anne Vernacular homes, originally built for Sunnyside's more prosperous residents. Sections of track still remain at the intersection of Twenty-eighth and Morrison.

Hawthorne Street, also lined with mixed use buildings, has a mix of commercial and retail uses, and specialty stores, that attract people from all over the city as well as the region.

### *Small Nodes*

Thriving examples of small mixed use commercial nodes that developed around streetcar stops include those at Twenty-sixth and Clinton, Twenty-eighth and Burnside, and Sixtieth and Belmont.



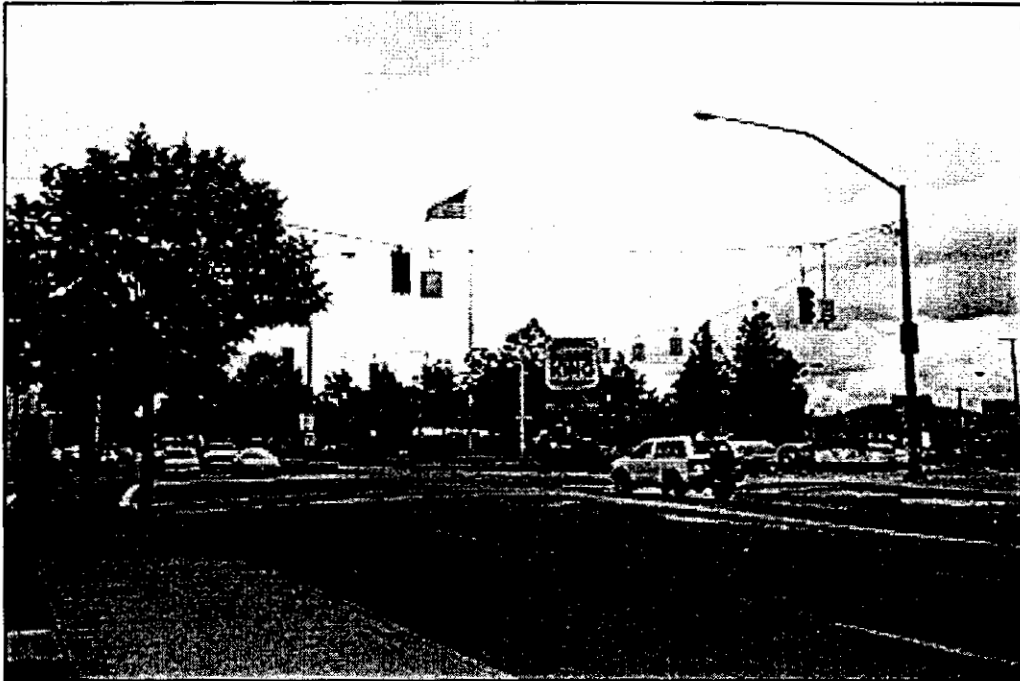
Clinton Corners offers neighborhood-oriented entertainment and retail at Southeast Twenty-sixth Avenue and Clinton Street in Hosford-Abernethy.

Local retail structures are seen today at the Twenty-sixth and Clinton intersection, where the streetcar that ran along Clinton Street turned south on Southeast Twenty-sixth. The jog in Clinton Street is a remnant of the turn the streetcar took, and it indicates that this was a streetcar stop. Auto traffic slows down at this intersection because of the jog in the street, making it a pedestrian-friendly, vibrant space. Its edges are defined by one story retail and two story mixed use buildings. Neighborhood oriented retail uses that flourish here today include several restaurants, an ice-cream shop, a vintage clothing store, a theater and coffee shops. This vital node provides a focus for the surrounding single-dwelling homes and apartments in the Hosford-Abernethy neighborhood.

## Auto-oriented developments

### *Commercial Developments*

The early development of the automobile and Motor Age transportation had a major impact on the growth and expansion of Portland's east side. Some of the routes that were served by streetcars became major links between the areas adjacent to the river and the auto suburbs that developed after World War II. Buildings that once serviced streetcars, wagons and carriages along these routes were converted to auto service buildings. The Sandy, Powell and Foster corridors are examples of these routes, which are now major traffic routes.



Located on a state highway, Powell Boulevard's commercial development caters to the automobile.

Powell Boulevard, formerly known as Powell Valley Road, became a busy thoroughfare only after the beginning of this century. In 1923 there were two gas stations, a lunch counter and a beauty shop at Thirty-ninth and Powell. At Fiftieth and Foster there were a few small stores, a garage and a movie house. Between the two intersections was a lumberyard, pansy gardens, and the old wooden Creston School. Both Powell Boulevard and Foster Road became the commercial and social hubs of the suburban community that developed after World War II. They are now lined with light industrial and auto-oriented uses. The buildings fronting the streets are a mix of streetcar era, with little or no setback, and auto era, with large parking lots in front. Within the EPCP area there is no cohesive character to the buildings along these streets, and the streets are not pedestrian-friendly. Foster Road beyond

the plan area, between Sixty-eighth and Seventy-fifth Avenues, has buildings that come up to the street to create a more pedestrian-friendly edge.

The evolution of Sandy Road into Sandy Boulevard during the 1910s and 1920s is a testament to the change from a streetcar suburb to a motor city. Sandy Boulevard became one of Portland's first and most spectacular commercial strips with large billboards, and buildings took the forms of symbols of their functions and the merchandise they sold. Some of them are seen today, providing a series of visual exclamation points to entertain the auto drivers and riders passing by. The 1926 street improvements became a catalyst for the growth of Sandy's prominence and the establishment of the Hollywood area as a business district.

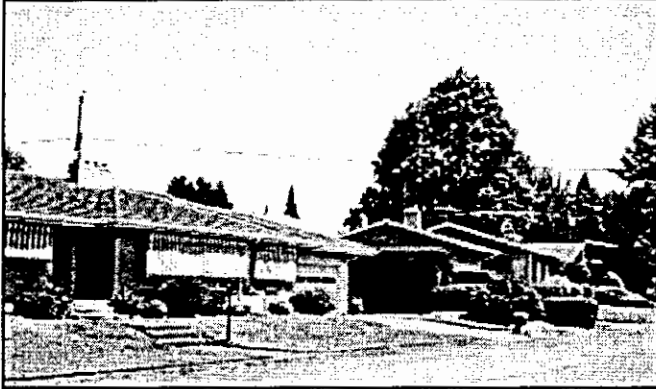


Foster Road commercial development is auto-oriented, featuring off-street parking and drive-through establishments.

### *Residential Developments*

Residential enclaves that developed during the auto era include Eastmoreland and Reed. Development was spurred in both Westmoreland and Eastmoreland with the opening of the Sellwood Bridge in 1925. The bridge provided direct access by auto to Eastmoreland, which was platted in 1910. It developed as an auto suburb with a unique street layout, different from the surrounding neighborhoods. This area is described in the "Residential Areas With Special Plats" section.

The Reed area covers about 269 acres. Although residential development was initiated with the opening of the Waverly-Woodstock streetcar line along Gladstone and Forty-first, much of it occurred during the postwar construction boom following the 1940s. Auto access to the area in 1947



Parts of the Reed neighborhood are characterized by automobile/suburban style development with wide, curved streets.

initiated the platting and development of the Reed College Heights subdivision on farm land south of Steele Street. In the late 1950s, the forested area to the north of Steele was developed as Reedwood, a subdivision of wide curvilinear streets and large modern houses. Most of these residences had garages to accommodate the automobile. The Reed neighborhood continued to develop incrementally

throughout the sixties and seventies (over 60 percent of all structures standing in the Reed neighborhood today were built between 1960 and 1979). Today, Reed is predominantly a single-dwelling neighborhood with a small area still used for farming.

### **Conclusion**

Each sub-area described here collectively enriches the EPCP area with its special characteristics and offers an attractive quality of life. The EPCP area has been influenced over time by both traditional and by modern styled developments. Future influences of population growth, changing market forces, and changing lifestyle choices among EPCP residents may bring about new patterns of development that will change the area's character. The challenge is to plan for future developments to enhance or contribute to the distinct characters of the sub-areas, while maintaining the quality of life.

## B. People

### Introduction

#### Included in this Section

This section looks at the population of the *East Portland Community Plan* (EPCP) area over the last fifty years. The section describes changes in the population's size, age, education, income levels, race, ethnicity, and household composition.

#### For More Information

Related information may be found in other sections of this document. For more information on...

...employment and occupations of the area's residents refer to section *H. Economy and Jobs*.

...automobile ownership and the journey to work refer to section *D. Transportation*.

...population characteristics by neighborhood refer to *Part III. Neighborhood Profiles* or *Appendix C*.

...detailed demographics of the EPCP area refer to *Appendix A*.

...the methodology used to derive demographic information refer to *Appendix B*.

#### Overview of Selected Demographic Trends

Since 1940, sweeping regional and national changes have impacted the population of the EPCP area, including:

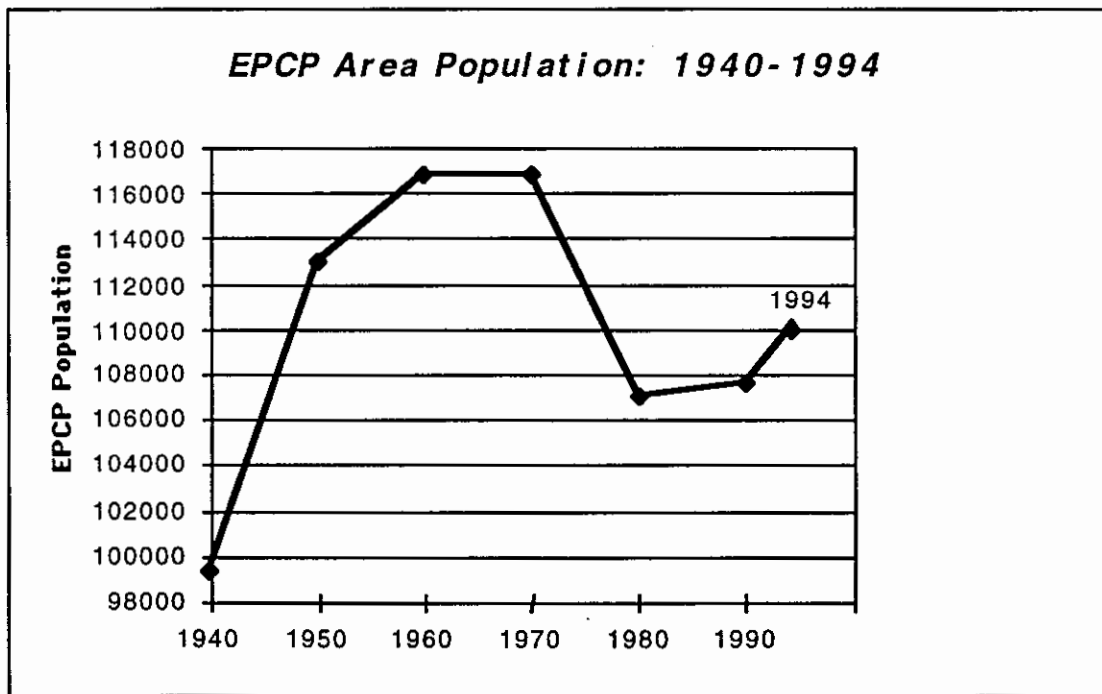
- an out-migration of residents from streetcar suburbs to automobile suburbs after 1950;
- a "baby-boom" in the 1940s and 1950s;
- a diminishing percentage of families with children after 1960;
- an increasing number of high school and college graduates;
- an increasingly multiracial population after World War II;

- a re-emergence of the inner city as a desirable location in which to live and raise a family after 1980; and,
- the stagnation of real household incomes since 1980.

These trends will determine the characteristics of the EPCP area into the near future and a number of them are likely to continue.

Over the next few years it is likely that the population of the area will continue to grow; household sizes may continue to increase slightly, but will remain considerably smaller than they were in 1950; the number of people in the area who are older than 65 years of age should increase as "baby-boomers" come of retirement age; the number of Asians and Pacific Islanders living in the area will most likely continue to increase at a greater rate than other racial groups; and the number of well-educated, middle-class professionals and managers living in the area will continue to increase.

### Population Growth and Household Make-up



#### Today

In 1994, an estimated 109,966 people lived in the EPCP area. While the area's population has increased since 1980, there are fewer people living in Portland's inner east side today than in 1950. The average household size of the EPCP area is 2.26 persons per household (this is smaller than the citywide



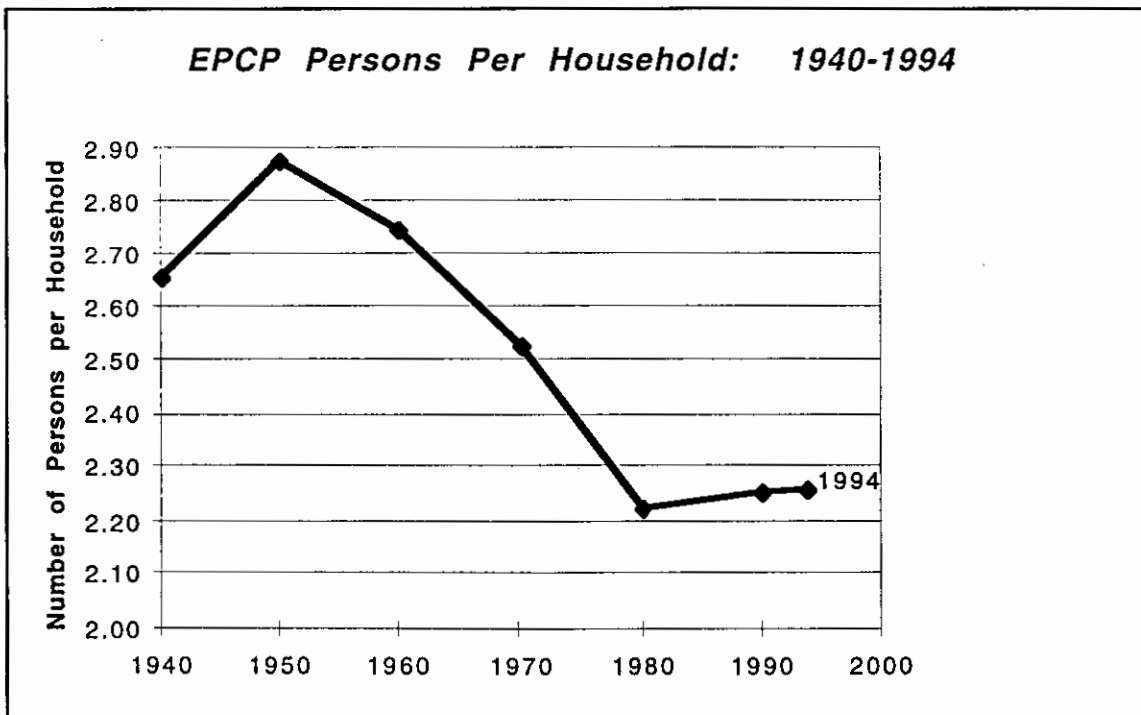
average). Seventy percent of the district's households have two or fewer people living in them and most are without children; in 1990 only 24 percent of the households in the area had children under the age of 18 living at home.

### 1940s

During the postwar population boom of the 1940s, the EPCP area followed local and national trends and grew by nearly 14,000 new residents. This growth was propelled in part by an in-migration of new households but also by an increase in the average household size as the area gained three and four person households.

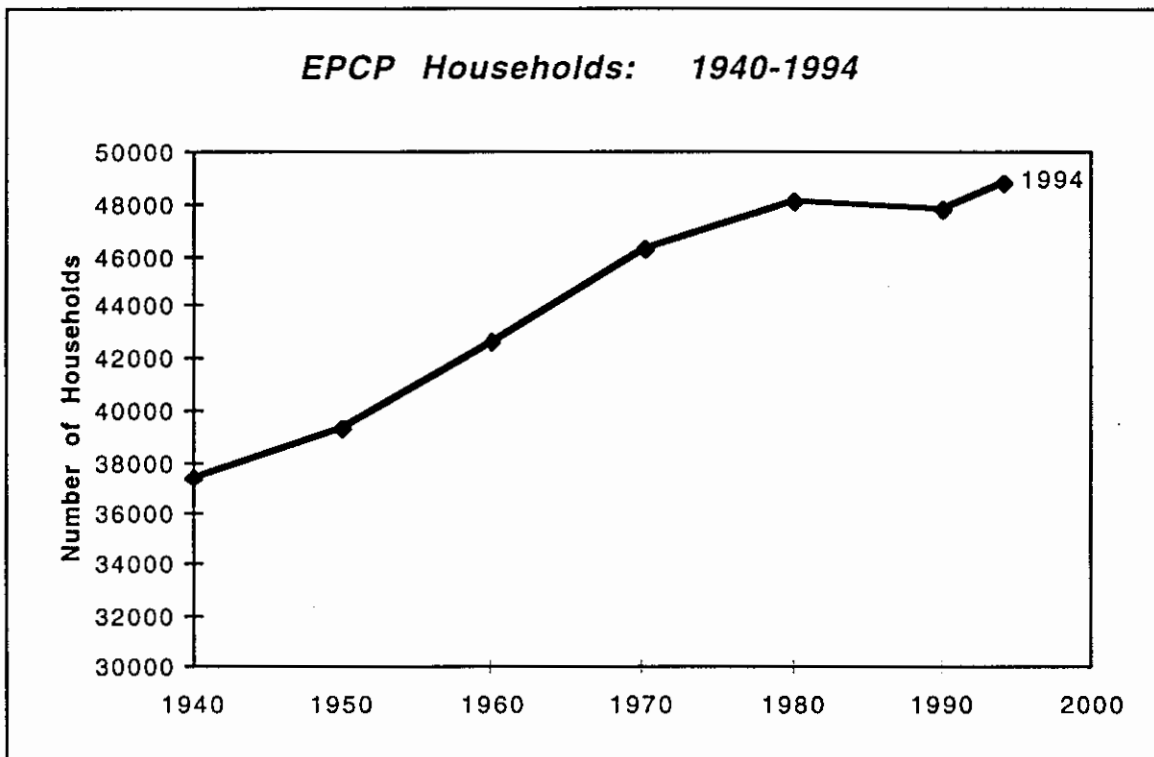
### 1950s and 1960s

The area continued to grow, but more slowly, between 1950 and 1970, reaching a peak in 1970 of 116,885 people. Most of this growth occurred in the quickly developing farmland south of Division and in the vicinity of Mt. Tabor. The portion of the EPCP area that had grown up along the early street car lines steadily lost population between 1950 and 1970. The number of one and two person households increased, and household size declined area wide between 1950 and 1970. In 1970 the average household size of the area was 2.52 and 29 percent of all households had children under the age of 18 living at home.

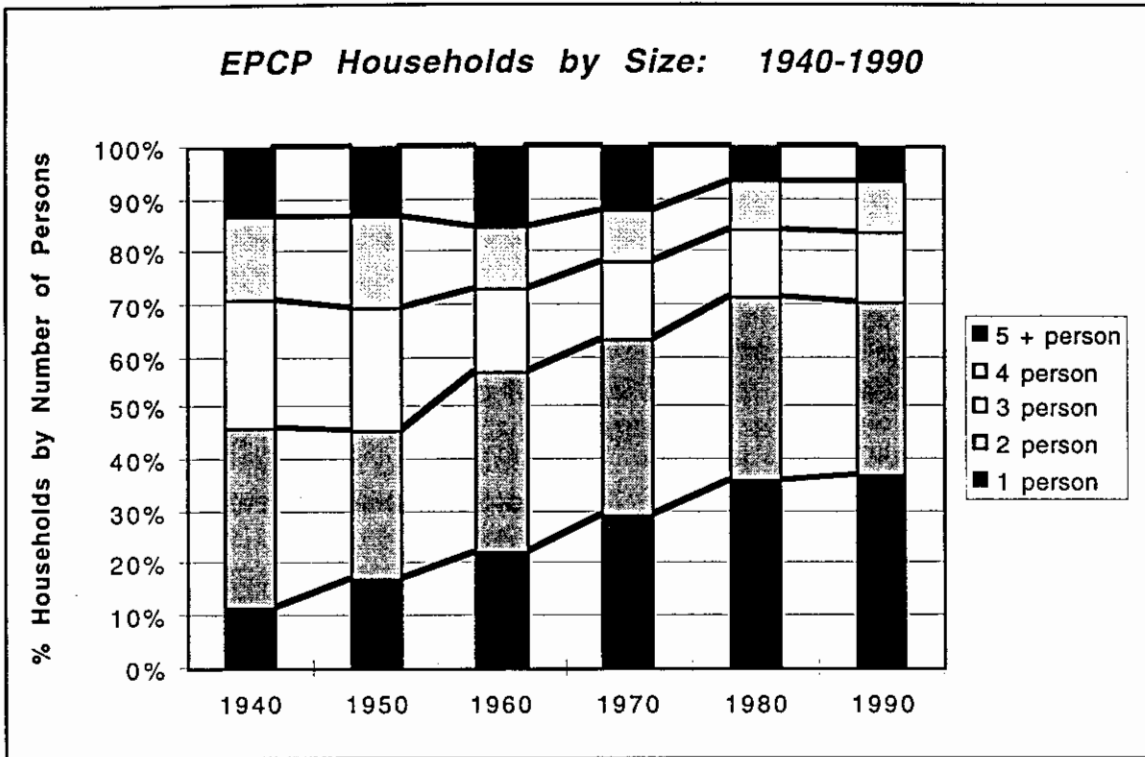


1970s

The EPCP area lost nearly 10,000 residents, or nine percent of its population during the 1970s. The area experienced this population loss even while the number of households grew by four percent, and by 1980 over 70 percent of all EPCP area households were made up of one or two people. While all areas within the district experienced population loss, the change was most dramatic in the older streetcar areas that had been losing population steadily since 1950. In 1980 the average household size of the area was 2.23 persons and only 23 percent of all households included children under the age of 18 (compared to 2.52 and 29 percent in the previous decade).



The population loss of the 1970s resulted from a regional trend of decreasing household size and from a migration of families out of Portland's central neighborhoods into newly developing areas, often beyond the city's boundaries. Between 1970 and 1980 the city of Portland lost over four percent of its population while the combined population of Multnomah, Clackamas, Washington, and Clark Counties grew by over 23 percent.



**1980s and 1990s**

During the 1980s inner southeast Portland began to recover from the population loss of the previous decade, gaining about 2,500 new residents, and between 1990 and 1994, the area's population grew by over two percent.

Since 1980, the EPCP area has grown much more slowly than the city as a whole which experienced a population increase of nearly 35 percent between 1980 and 1994. Unlike household size in the region, which continued to decline, the average household size of the EPCP area increased slightly between 1980 and 1994. Between 1980 and 1990 the number of households with children under the age of 18 grew by one percent.

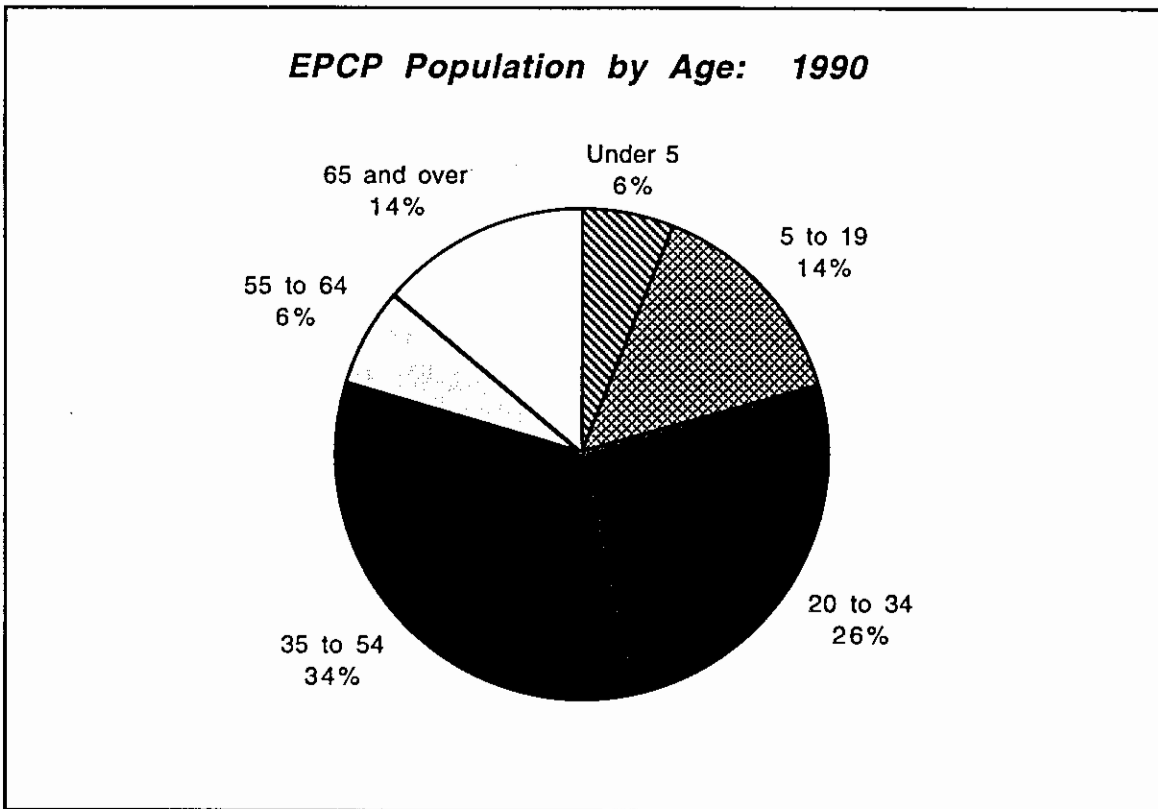
Overall, EPCP area population increased between 1980 and 1996 but is still smaller than its 1970 peak. On average, households are slightly larger than they were in 1980, but smaller than they were in 1950. The number of households living in the EPCP area has steadily increased since 1950—even when the area experienced population loss—and this trend is likely to continue increasing.

## Age of Population

### Today

In 1990 nearly 40 percent of EPCP area residents were between the ages of 35 and 64. This age group includes the "baby-boomers" who generally have the greatest disposable income of any age category and includes first and second time home buyers.

The EPCP area had a larger proportion of baby-boomers than the city as a whole which was composed of only 35 percent people of this age group. In contrast, people under the age of 20 made up a smaller percentage of the population of the EPCP area than they did of the city as a whole. The percentages of people between 20 and 34 years of age and over the age of 64 were comparable to citywide percentages in 1990.



### 1940s to 1980s

In general the age spectrum in the EPCP area has been similar to that of the city as a whole. In each decade, the spectrum has reflected the aging of the large generation born during the 1940s and 1950s.

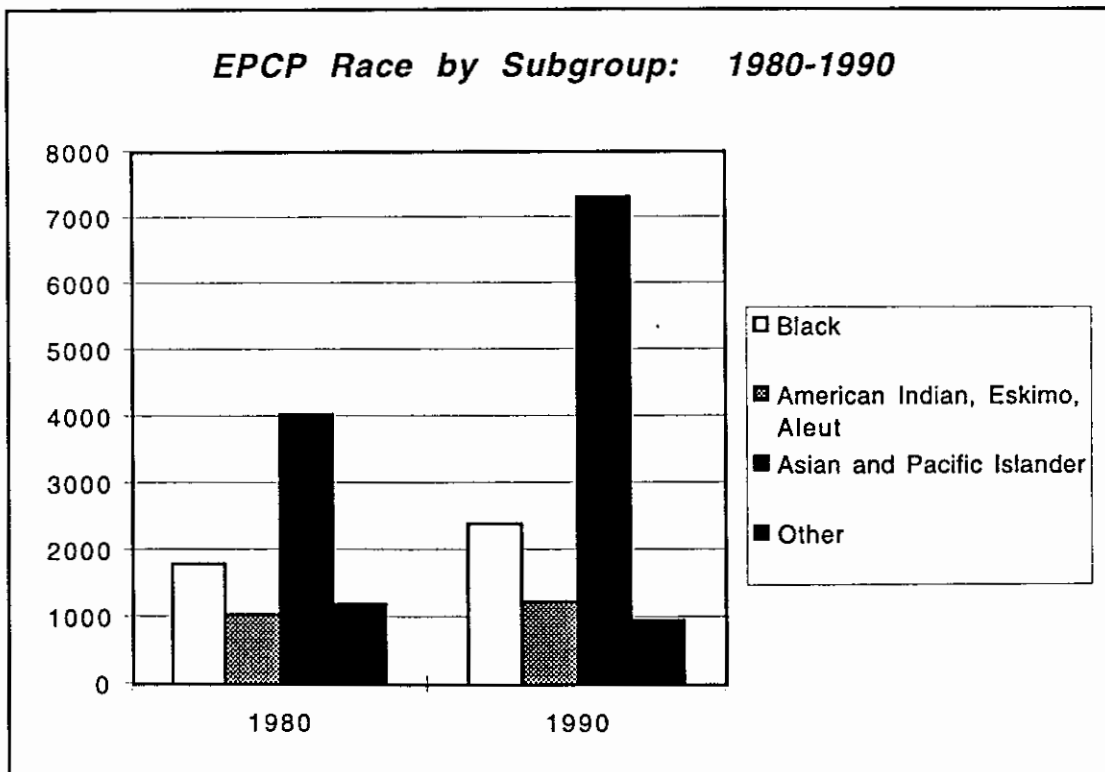
A citywide trend absent in the area is an increase in the number of people younger than 20 during the 1970s and 1980s as the baby-boomers began to have children of their own. These "echoes" accounted for 25 percent of the city's population, but only 23 percent of EPCP area population in 1980. In 1990 fewer children under the age of 20 lived in the EPCP area than had in 1940.

Similar to the city as a whole, the percentage of EPCP area residents over the age of 64 increased steadily from 1940 to 1980 and began to decrease slightly in the 1980s. This age group will probably grow in size during the coming years as the baby-boomers enter their 60s.

## Racial and Ethnic Make-up of Population

### Today

The EPCP area is predominantly White with a growing population of Asian and Black residents. In 1990, 89 percent of the population was White, just over two percent Black, seven percent Asian or Pacific Islander, and two percent all other races. Nearly three percent of EPCP area residents were of Hispanic descent in 1990. The percentage of Asians living in the district is larger than the percentage for the city, the percentage of Blacks is considerably lower. The Hispanic population in the EPCP area is comparable in proportion to that in the city.



### 1940s to 1990s

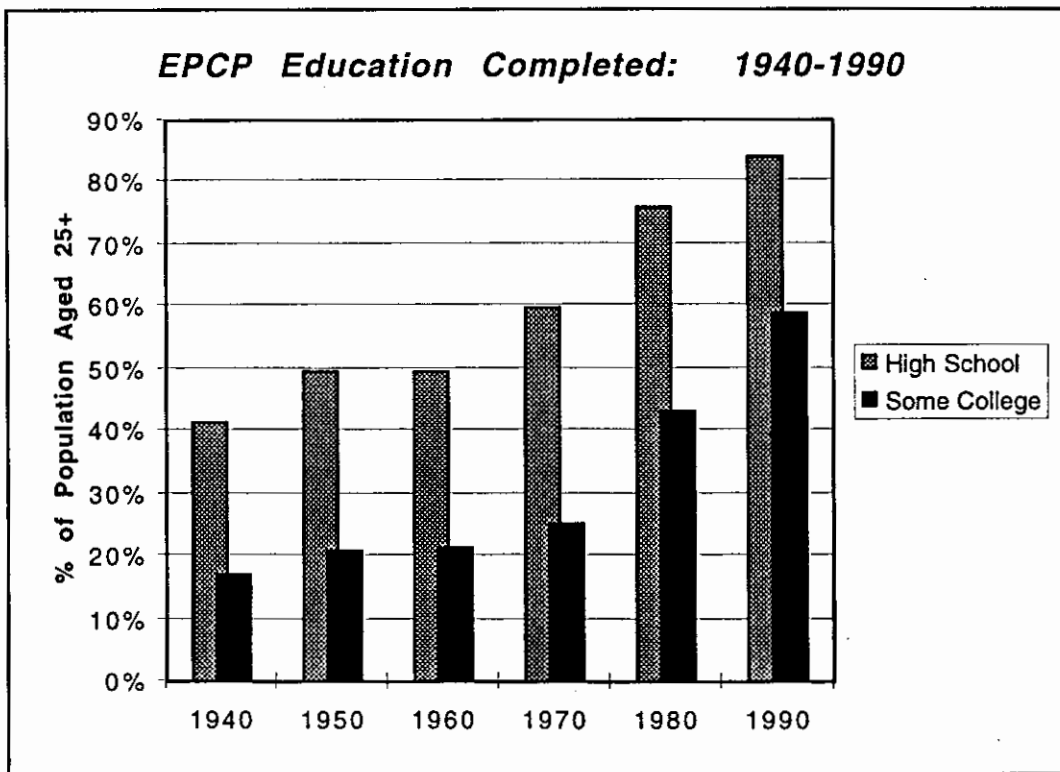
The EPCP area has become more racially diverse. The percentage of the area's population that is White declined from 99 percent in 1940 to 89 percent in 1990.

The number of Asians and Pacific Islanders has grown considerably since 1940. While this racial category was not measured prior to 1980, the percentage of residents classified as "other races" in 1940 was less than one percent. In 1980 Asian and Pacific Islanders accounted for nearly four percent of the district's population, and in 1990 the group had swelled to nearly seven percent of the population.

The percentage of Black residents has grown but remains low. In 1940 there were only 287 Blacks living in the EPCP area. By 1990, 2,414 Black residents lived in the area. Even with this increase, Black residents represented only 2.3 percent of the population of the EPCP area. In comparison, 7.7 percent of the city's population was Black in 1990.

### School Enrollment and Achievement

In 1990, 84 percent of all EPCP area residents older than 25 had completed high school or the equivalent and 59 percent had some level of college

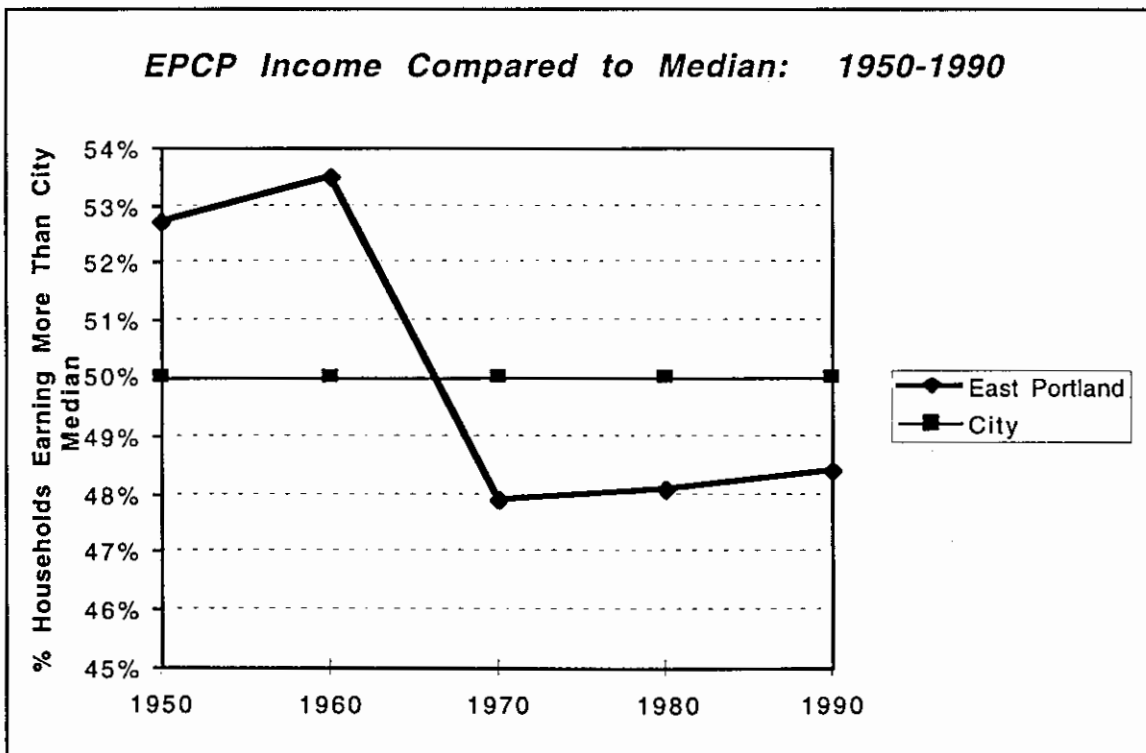


experience. These percentages were slightly below the citywide percentages of 87 and 61 percent respectively. Just as they did for the city as a whole, education levels in the inner east side rose steadily between 1940 and 1990.

In 1990, 14 percent of the school aged children living in the EPCP area attended private schools. This percentage is a decrease from 1980 when 17 percent of the area's school aged children were enrolled in private schools. Proportionately, the EPCP area has exceeded the city of Portland in private school enrollment every year since 1970.

### Income Make-up of Population

The EPCP area has proportionately fewer extremely high or low income residents than the city as a whole. In 1996 EPCP neighborhood median incomes are estimated to have ranged from just under \$23,000 in Buckman to just under \$53,000 in Laurelhurst. In 1990, approximately 48 percent of all EPCP area households earned more than the city median income of \$25,592. Twelve and one half percent of the population earned below the federal poverty level. The percentage of people earning poverty level incomes in the area is lower than in the city as a whole.



**1940s and 1950s**

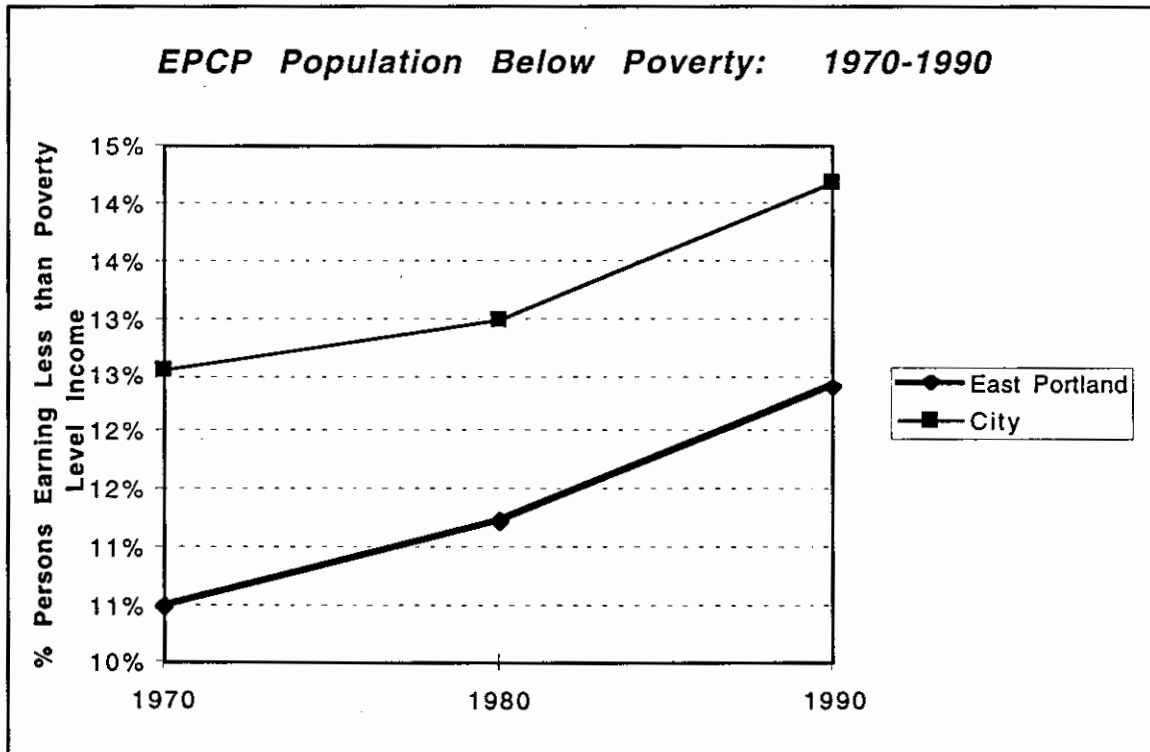
Through the 1940s and 1950s EPCP area households tended to earn more than those of the city as a whole. In 1960 nearly 54 percent of the district's households earned above city median income.

**1960s**

Between 1960 and 1970 the percentage of EPCP area households earning above city median declined to 48 percent. In 1970, 10.5 percent of the area's population earned poverty level incomes.

**1970s to 1990s**

Between 1970 and 1990 the percentage of households earning at or above city median increased a half percentage point. Most EPCP area neighborhoods are estimated to have experienced increases in median income between 1980 and 1996. (For details, see *Appendix C.*) The percent of persons earning poverty level incomes increased by nearly two percentage points during the same decades.





## **Conclusion**

There are several interesting trends evident in the EPCP demographic information. The EPCP area population has risen somewhat from the low recorded in 1980. However, it is still well below its historic high of 1970 and it is even below the 1950 population. At the same time, the number of households living in the EPCP area has consistently increased since 1940 with a small dip in 1950. Equally important is the overall decline since 1970 in the number of persons per household recorded in the city as a whole and the EPCP area. Taking these trends in combination and projecting them into the future indicates that an increase in the number of housing units may be necessary just to house the area's current population twenty years from now.

## C. Land Use

### Introduction

#### Included in this Section

This section contains information about the various uses found on the land throughout the *East Portland Community Plan (EPCP)* area. This section is divided into four subsections:

- "Housing" describes the characteristics of EPCP area housing stock including age, tenure, and vacancy; and outlines trends in the market and price of housing that have impacted the area.
- "Region 2040 Mixed Use Area Profiles" describes the *Region 2040 Growth Concept* areas within the EPCP area, including the predominant land uses in each location and other factors (such as streetscape, traffic volume, and lane configuration) that contribute to the location's feel and its ability to succeed as a Town Center, Station Community, Main Street, or Corridor.
- "Institutions" describes each of the high schools, colleges and medical centers that are located on sites larger than five acres.
- "Industrial and Employment Areas" describes each of the locations within the EPCP area that house a large concentration of industrial businesses.

#### For More Information

Related information may be found in other sections of this document. For more information on...

...parks, open spaces, and other environmental features, refer to section *F. Parks and Open Space* and *G. Natural and Scenic Resources*.

...land uses within particular neighborhoods, refer to *Neighborhood Profiles*.

...development history, refer to section *A. History and Urban Design*.

...transportation policy and projects, refer to section *D. Transportation*.

...street classifications, refer to *Appendix I*.

...detailed housing trends, refer to *Appendix A*.

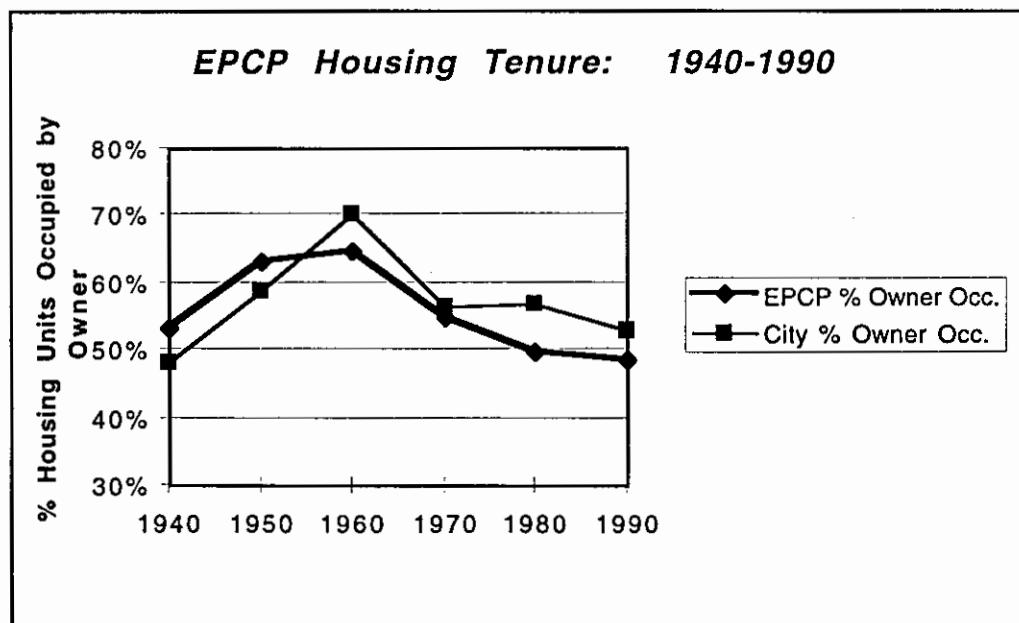
## Housing

### General Characteristics of Housing Stock and Occupancy

In 1990 there were approximately 50,000 housing units in the *East Portland Community Plan* (EPCP) area. Nearly 58 percent of these units were detached single-dwelling residences, 15 percent were in multi-dwelling structures of up to four units, and 26 percent were in multi-dwelling structures of more than four units. Just under 50 percent of the housing units in the EPCP area were owner occupied in 1990, and approximately four percent were vacant.

A large portion of the area's existing housing stock was constructed at a time when household sizes were large, and most people relied on streetcars and walking as their primary modes of transportation. Approximately 63 percent of the EPCP area's lots are developed with structures that were built prior to 1930. (Fifty-eight percent of all EPCP lots were developed—and have not since been redeveloped—during the boom years of the 1900s, 1910s, and 1920s.)

The EPCP area experienced a 43 percent increase in the total number of housing units between 1940 and 1980. Before 1960 this gain was due to new single-dwelling home construction in the developing southern and eastern portions of the area. After 1960 continued growth in the number of housing units resulted primarily from multi-dwelling infill and redevelopment. During the recession of the 1980s, housing production slowed down, and the district showed a slight loss in total housing units between 1980 and 1990.



Owner occupancy rates have mirrored those for the city as a whole, increasing between 1940 and 1960, then decreasing back toward 1940 levels after the 1960s. The EPCP area has fallen behind the owner occupancy rate of the city since 1950.

Vacancy rates have fluctuated through the decades from a high of 5.6 percent in 1940 to a low of 3.2 percent in 1950. After 1950 the average vacancy rate for all housing types has remained between four and five percent in each decade.

### **Residential Real Estate and Affordability Issues**

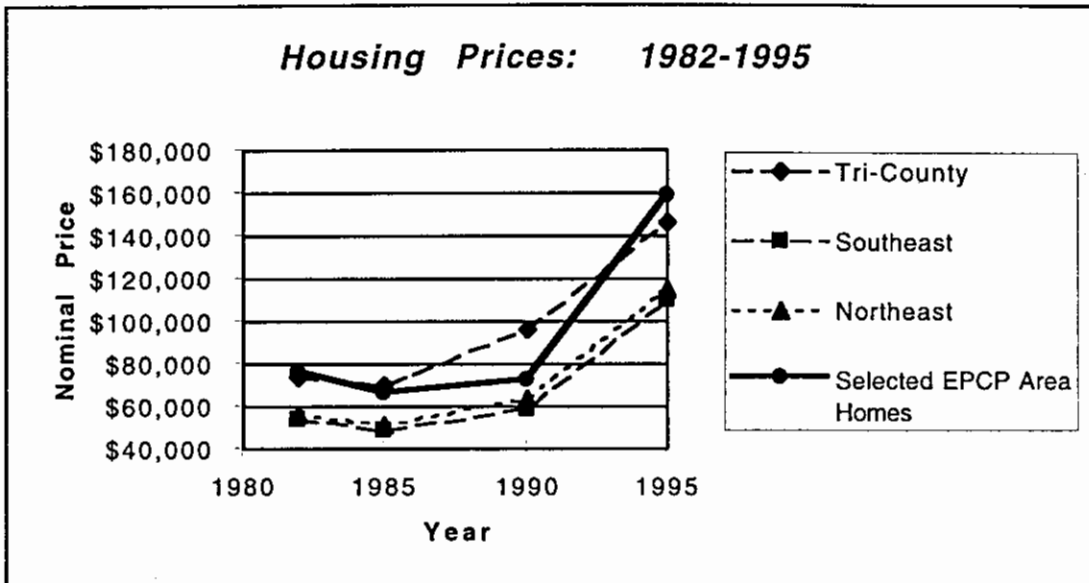
This section addresses the residential real estate market and related affordability issues. Housing affordability takes into account two primary factors: the cost of housing and a household's ability to pay for housing, which is a factor of income and other household expenses. In general, housing cost is considered affordable if it requires less than 30 percent of a household's total income. Housing cost is comprised of both selling prices and mortgage interest rates or rent price. This section will primarily address the price component of housing. Data on real estate prices, rents, and trends was found in two sources: the *Metropolitan Portland Real Estate Report*, and *Inner Southeast Portland Neighborhoods: Real Estate Study*, prepared for REACH Community Development by The Planning Group. (Information related to income may be found in the section *B. People*.)

The real estate market for housing in the EPCP area is linked to regional real estate markets. While some factors specific to the district will affect prices in the EPCP plan area, regionwide real estate factors play a significant role. The price of housing in the Portland metropolitan area has changed considerably over the past ten years. On average, the nominal purchase price of single-dwelling homes regionwide have more than doubled during the period between 1985 and 1995. This rise is attributable to inflation, a stronger economy, and increased demand caused by in migration. In most cases, the rising price of housing has also translated into increased rents.

In 1985 the average price for a single-dwelling residence in the tri-county region (Multnomah, Washington and Clackamas Counties) was \$70,600. By 1990 the average price regionwide had risen to \$96,000, a 36 percent increase. By 1995 the average price had risen to \$145,700, a 52 percent increase over the 1990 average and a 106 percent increase over the 1985 average price.

The EPCP area has traditionally been one of the more affordable areas within the city, and possibly the region. A comparison of 1985 nominal house values indicates that single-dwelling homes in northeast and southeast Portland, on average, were priced about 30 percent lower than those throughout the entire region. By 1995, the gap had narrowed, but house prices in northeast and

southeast Portland still averaged about 17 percent lower than houses region-wide.



Average sales price of selected houses sold in various areas during years 1980 to 1995. Source: Metropolitan Portland Real Estate Report, 1996.

Average prices in southeast and northeast rose 22 percent and 24 percent, respectively, in the period between 1985 and 1990. Prices in southeast clearly outpaced prices in northeast in the 1990 to 1995 period, with an 85 percent rise in southeast and 78 percent in northeast. Over the ten year period from 1985 to 1995, prices in northeast Portland increased by 122 percent; in southeast Portland prices increased by 126 percent. While the nominal purchase price of houses in southeast and northeast Portland remained less expensive than those regionwide, the percentages of increase between 1985 and 1995 in these areas were much more dramatic than throughout the region.

An even more dramatic increase in housing prices can be seen by examining price trends for selected EPCP area houses. The Metropolitan Portland Real Estate Report tracked values of specific houses over the period 1954 to 1995. True cash value was tracked from 1981 to the present. Values of the selected houses in the EPCP area rose at a substantially faster rate than houses elsewhere in southeast and northeast Portland or the tri-county region.

Just as home values have risen, rents have increased substantially. However, compared to the city as a whole, rents increased less in inner southeast Portland, with the Brooklyn neighborhood showing the lowest percentage increase in the period from 1980-1990 for the neighborhoods studied.

**Home Sale Prices of Selected Homes Compared by Area:  
1978-1995**

Year	Area							
	Tri-County		Southeast		Northeast		Selected EPCP Area Homes	
	Nominal Price	Adjusted to 1995 \$	Nominal Price	Adjusted to 1995 \$	Nominal Price	Adjusted to 1995 \$	Nominal Price	Adjusted to 1995 \$
1980	\$70,300	\$124,009					\$61,778	\$108,976
1982	\$73,500	\$115,322	\$53,200	\$83,471	\$56,800	\$89,119	\$76,678	\$120,307
1985	\$70,600	\$101,735	\$48,500	\$69,889	\$51,600	\$74,356	\$66,244	\$95,458
1990	\$96,000	\$115,872	\$59,200	\$71,454	\$64,200	\$77,489	\$72,533	\$87,548
1995	\$145,700	\$145,700	\$109,700	\$109,700	\$114,500	\$114,500	\$158,989	\$158,989
85-90 \$ change	\$25,400	\$14,137	\$10,700	\$1,566	\$12,600	\$3,134	\$6,289	(\$7,911)
% change	36.0%	13.9%	22.1%	2.2%	24.4%	4.2%	9.5%	-8.3%
90-95 \$ change	\$49,700	\$29,828	\$50,500	\$38,246	\$50,300	\$37,011	\$86,456	\$71,441
% change	51.8%	25.7%	85.3%	53.5%	78.3%	47.8%	119.2%	81.6%
85-95 \$ change	\$75,100	\$43,965	\$61,200	\$39,812	\$62,900	\$40,144	\$92,744	\$63,531
% change	106.4%	43.2%	126.2%	57.0%	121.9%	54.0%	140.0%	66.6%

Prices represent the average selling prices of a limited sample of houses in each area by year. "Adjusted to 1995 \$" house prices are based on a factor equivalent to the change in the Consumer Price Index between base year and 1995.

Source: Metropolitan Portland Real Estate Report, 1996.

**Median Gross Rents 1980 to 1990**

	Brooklyn	Buckman	Hosford-Abernethy	Kerns	Richmond	Sunnyside	City
1980	\$271	\$208	N/A	\$216	\$272	\$233	\$246
1990	\$384	\$321	\$355	\$340	\$406	\$342	\$397
% Change	42%	54%	N/A	57%	49%	47%	61%

Source: Inner Southeast Portland Neighborhoods: Real Estate Study

**Conclusion**

After a period of decline, the traditionally working class and affordable neighborhoods of the EPCP area has recently seen a significant increase in housing prices. In some cases, these neighborhoods are becoming too expensive for first-time homebuyers and single-income renters. The trend toward higher housing prices in the plan area is concurrent with a general revitalization of neighborhoods and investment in housing stock. This creates new challenges for meeting the needs of current residents, planning for growth and finding opportunities for redevelopment.

## **Region 2040 Mixed Use Area Profiles**

METRO (the regional government) developed the *Region 2040 Growth Concept* as part of the region's growth management strategy. The *Growth Concept* incorporates "design types," which are mapped at specific locations throughout the region. Certain design type areas are intended to be the primary locations where the jurisdictions of the region will focus efforts to provide additional employment and housing opportunities. These mixed use, higher intensity design types include: Central City, Regional Centers, Town Centers, Station Communities, Main Streets, and Corridors.

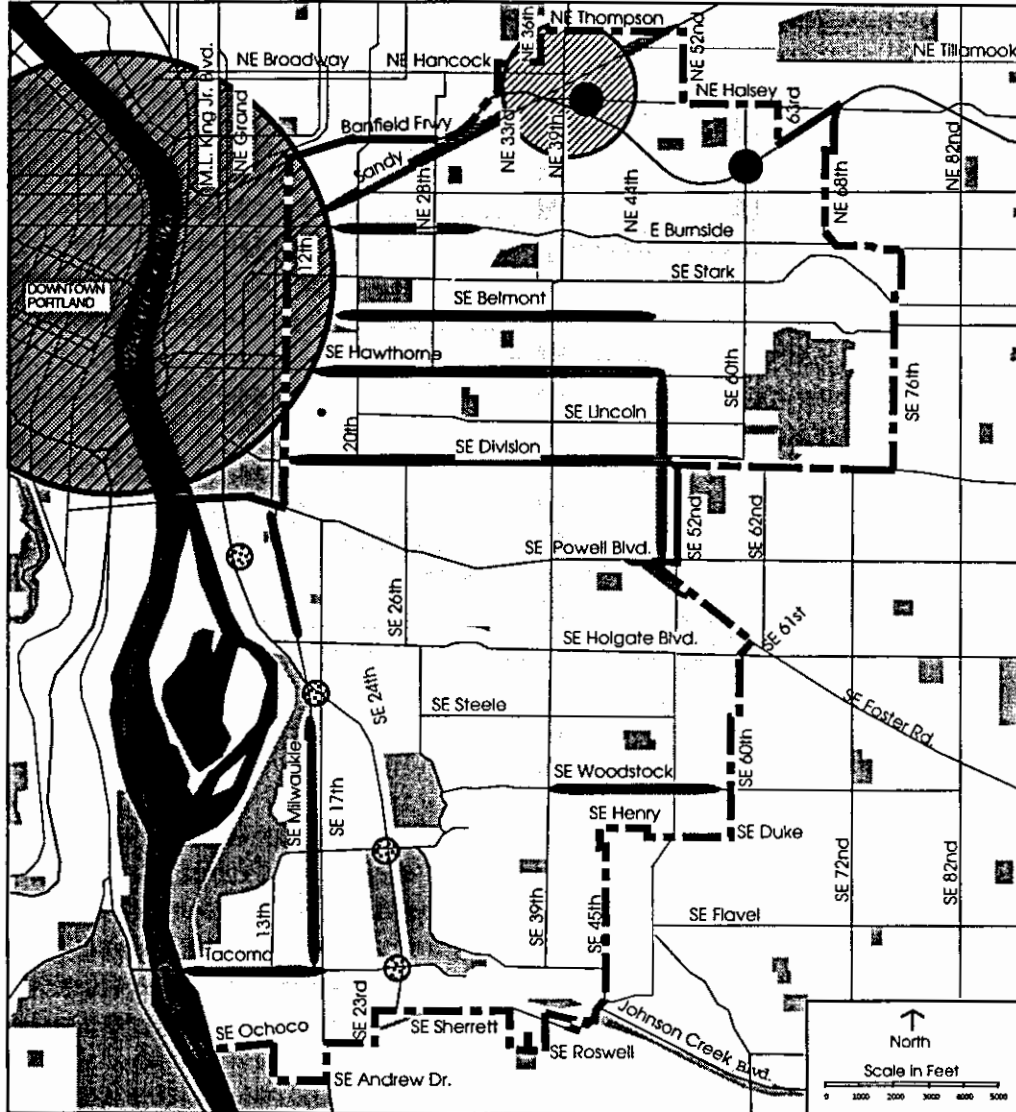
These mixed use areas are mapped in places where they can build on the region's existing transportation facilities, particularly public transit, and activity locations. By locating housing, employment, retail goods, and services in close proximity to one another and close to public transit, it is hoped that people will reduce the number of trips they choose to make by automobile. More compact development with greater access to a broader spectrum of desired land uses in a pedestrian-friendly environment will encourage people to select walking, biking and public transit more often. This shift in transportation modes will help keep the regions air and water clean. In addition, this compact development will encourage more efficient land consumption with the Urban Growth Boundary. By checking urban sprawl, services such as water, sewers, transportation can be provided more efficiently with less impact on natural resources and the environment.

A map of the EPCP *Region 2040 Growth Concept* mixed use design type areas is shown on the next page.

The *East Portland Community Plan* (EPCP) area includes one Town Center, Hollywood, where high capacity transit (light rail), two Main Streets and a Corridor come together. METRO describes a Town Center as "a compact area with retail activity, commercial services, and residential housing. It is a convenient location for making connections to transit (bus or light rail). Town Centers are convenient for people who are on bicycle or foot. Even if you drive to the Town Center, you are able to walk between destinations within the area. Town Centers are logical places for compact housing development because of their proximity to transit, shopping and employment. Town Centers are often the location for community services such as libraries, community centers and public offices."








The plan area has two Station Communities on the existing east-west Portland to Gresham Metro Area Express (MAX) light rail line; in Hollywood at Northeast Forty-second and Halsey, and at the Banfield Freeway and Northeast Sixtieth. The Hollywood station is also a Tri-Met transit center where several bus lines come together with MAX. There are also several possible Station Communities on the proposed south-north Portland to

Clackamas Town Center route. A Station Community is like a Town Center in that it has a mix of uses, good access to public transit and a high quality pedestrian environment, but generally covers a smaller geographic area.



### EAST PORTLAND COMMUNITY PLAN REGION 2040 GROWTH CONCEPT MAP

#### LEGEND

-  STUDY AREA BOUNDARY
-  MAIN STREET
-  TRANSIT CORRIDOR
-  PROPOSED LIGHT RAIL STATION
-  LIGHT RAIL STATION
-  TOWN CENTER
-  CENTRAL CITY



Main Streets and Corridors are the most common *Region 2040* mixed use design type, with numerous examples of each within the EPCP area. METRO describes a Main Street as "a small scale, neighborhood-focused center, serving residents within about a mile. Main Streets may offer grocery stores, restaurants, coffee shops, banks, a library or post office, perhaps a movie theater or hardware store. Some Main Streets develop a specialty that draws people from a larger area. Each Main Street is a unique place with a character that has evolved over time in response to the needs and shopping patterns of the local community." Corridors have "neighborhood serving development" along their length or concentrated at intersections. They are less intensely developed than Main Street and have access to frequent transit serve.

In the EPCP area Main Streets are largely designated along former streetcar routes, such as Hawthorne, that currently serve as commercial centers for adjacent neighborhoods. Corridors are designated along streets, such as Thirty-ninth Avenue, that carry large numbers of people and goods to and from their daily activities.

Many of the EPCP Main Streets are designated Corridors as well. The descriptions that follow discuss an area primarily in terms of the higher intensity mixed use area. So an area that is a Main Street in a Town Center is generally described in the Town Center subsection and an area that is both a Main Street and a Corridor is generally described in the Main Street subsection.

### **Development of Commercial Streets**

Many of today's Main Streets and Corridors originally developed along the streetcar lines serving inner southeast and northeast Portland. Main Streets like Belmont, Hawthorne, Milwaukie, Fiftieth, and Sandy were principal streetcar routes. Commercial activities serving the needs of residents in Portland's east side streetcar suburbs developed at the streetcar stops. Many of the buildings were designed to have more than one function, and often had living space above the commercial uses at the street level. Most streetcar era commercial development was built to the sidewalk, with little or no front setback, and no parking.

As the automobile allowed people a greater range of access, commercial areas no longer needed to be within walking distance of a trolley stop to be convenient and expanded along routes used by both the trolley lines and the automobile. Over time this trend continued, with commercial uses also developing along auto-oriented routes, such as Powell Boulevard. Post-streetcar era commercial development is generally typified by single uses (i.e., a free standing auto parts store, a free standing grocery store) or "strip mall" type development and generally includes larger setbacks from the sidewalk to accommodate parking.

## **Hollywood Town Center**

The Hollywood district of northeast Portland is served by a light rail station and bus transit center located at Halsey and Forty-first Avenue. Hollywood is a designated Town Center within the *Region 2040 Growth Concept*. The commercial portion of the Hollywood district is roughly bounded by Thirty-seventh, Forty-seventh, Tillamook, and the Banfield Freeway. The exact Town Center boundaries are to be established as part of local planning efforts. Ultimately the Town Center could include all of the Hollywood neighborhood as well as parts of other surrounding neighborhoods. A portion of the Hollywood Town Center is also designated as a Station Community by the *Region 2040 Growth Concept* and a Pedestrian District in the *Transportation Element(TE)* of Portland's *Comprehensive Plan*. (See *Appendix I* for more information.)



The Hollywood Theater is a neighborhood landmark on Sandy Boulevard at the heart of Hollywood.

Hollywood is bisected diagonally by Sandy Boulevard, which runs from southwest to northeast through the district. Sandy is a designated Main Street within the *Region 2040 Growth Concept*. The commercial area to the north of and along Sandy Boulevard has numerous two to three story late streetcar era buildings housing a variety of tenants including restaurants, retail shops, pubs, services and offices. The historic Hollywood Theater, located at Forty-first and Sandy, is a major landmark and has been acquired for use as a film and video center. A recent fire required the demolition of a building immediately west of the theater. The demolition site provides a significant opportunity for the type of mixed use, pedestrian-oriented developments contemplated for Town Centers.

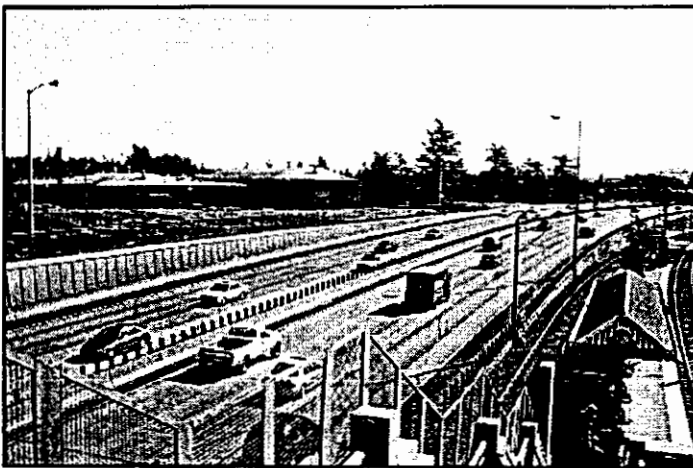
North of Sandy, commercial activity is focused on Northeast Forty-second, extending to the east and west approximately three blocks in either direction. Land uses north of Sandy include a variety of retail sales and services, some specialty uses, including antique stores. The area includes a mix of streetcar era commercial structures, auto-oriented uses, parking lots, and several vacant lots. Properties just to the north along Northeast Tillamook Street are generally residential structures that have been converted to office uses.

Commercial uses south of Sandy and north of Northeast Broadway display both auto and pedestrian orientation. South of Broadway and north of the Banfield Freeway commercial uses are primarily auto-oriented (including a gas station, lumber yard, bowling alley, and athletic club). This area does, however, include some high-density housing and pedestrian-oriented offices and services.

The area south of the Banfield Freeway is single-dwelling residential. The properties located immediately adjacent to the freeway show lower overall values and lower improvements to land value ratios than properties farther south. This residential area includes Northeast Thirty-ninth Avenue which is the major northbound route to the Town Center.

### **Sixtieth Avenue MAX Station Community**

The Sixtieth Avenue Station Community is centered at the MAX station and extends north and south of the Banfield Freeway. The *Region 2040 Growth Concept* map identifies the Station Community as all land within a quarter mile of the station. North of the Banfield Freeway, the Station Community includes the Halsey and Sixtieth Avenue Corridors. This north side includes several industrial buildings located on a site of approximately ten acres.



A former ODOT site will be developed by the Sixtieth Avenue station area with high-density, transit-supportive housing.

The Station Community south of the Banfield Freeway includes portions of the Glisan and Sixtieth Avenue Corridors. The predominate land use within this southern area is single-dwelling residential, but there are also several duplexes and a few small-scale multi-dwelling residential projects, offices, and stores. The Portland Development Commission acquired a significant redevelopment site at

Sixtieth and Glisan and is in the process of refining the selected development proposal. This site provides an opportunity for the type of transit-friendly and pedestrian-friendly, mixed use development described by the *Region 2040 Growth Concept* for Station Communities.

### Main Streets

#### *Sandy Boulevard (Southeast Twelfth to Northeast Forty-ninth)*

The *Region 2040 Growth Concept* designates the portion of Sandy Boulevard from Southeast Twelfth Avenue to Northeast Eighty-second Avenue as a Main Street. The EPCP area encompasses the stretch from Southeast Twelfth to Northeast Forty-ninth Avenue. Sandy, also known as US Highway 30 (Business), is classified in the TE) of as a Major City Traffic Street. Through most of the EPCP area, Sandy Boulevard has four travel lanes with parking along both sides. Sandy serves four distinct groupings of land uses within the EPCP.



Development along the Sandy Boulevard main street is auto-oriented.

Lower Sandy, from about Southeast Twelfth to Northeast Twenty-eighth Avenues includes residential, commercial, institutional and industrial land uses. Adjacent to the south side of Sandy in this stretch the uses are also varied, but include a much greater proportion of multi-dwelling and some single-dwelling uses. Uses visible along Sandy also include a number of automobile sales lots, many of which are legal nonconforming uses.

Sandy between Northeast Twenty-eighth and the Banfield Freeway is typified by a variety of auto-oriented commercial uses including fast food restaurants, auto sales, tire stores, services (upholstery, veterinary, etc.) and employers (Paragon Cable). Land uses behind the lots along Sandy in this stretch are predominately residential with an exception in the area north of Sandy between Twenty-eighth and Thirty-third, which is primarily commercial.

Sandy is the main arterial through the Hollywood district, which extends from the Banfield Freeway to Northeast Forty-seventh Avenue. This stretch of Sandy is quite different in character from the remainder of the Main Street and is described in the discussion about the Hollywood Town Center.

Beyond Northeast Forty-seventh Avenue the character of Sandy turns to more auto-oriented commercial uses intermixed with single-dwelling houses. This pattern continues along the remainder of the Main Street to Northeast Eighty-second Avenue.

***Broadway Street (Northeast Thirty-third to Northeast Thirty-ninth)***

Northeast Broadway Street is designated a *Region 2040 Growth Concept* Main Street from Northeast Sixteenth east to Sandy in the Hollywood Town Center and is classified a Major City Traffic Street. The Main Street segment between Northeast Thirty-third and Northeast Thirty-ninth Avenues falls within the EPCP boundary. Land uses along this segment are primarily auto-oriented commercial uses and most have on-site parking. The area on the north side



While other parts of Northeast Broadway Street have received pedestrian amenities, the street is primarily auto-oriented in the EPCP area.

of Broadway is more residential in character than to the south, which tends toward large commercial lots and automobile-orientation or distribution.

Between Northeast Thirty-third and Thirty-seventh Avenues, Broadway has four travel lanes with parking on both sides. Broadway is one-way west bound from Thirty-seventh Avenue to Sandy Boulevard. East bound

traffic is routed along Thirty-seventh Avenue to Sandy Boulevard or Halsey Street.

***Burnside Street (East Twelfth to East Thirty-second)***

East Burnside Street is characterized by a variety of land uses along its stretch from East Twelfth to Thirty-second Avenues. Many of the commercial structures along Burnside are built up to the sidewalk in a pedestrian-oriented fashion, but others are more auto-oriented with parking between the building and the sidewalk. Within the EPCP area Burnside is mostly commercial, although there are several residences between Twenty-second and Twenty-sixth Avenues and between Thirtieth and Thirty-second Avenues.

The area around East Twenty-eighth Avenue developed during the streetcar era as a pedestrian-oriented commercial node. Today its uses include several restaurants and specialty "boutique" retail shops. This retail node has expanded along Twenty-eighth north to Glisan and south to Ankeny. The Laurelhurst Theater, located at Twenty-eighth and Burnside, is a neighborhood landmark.



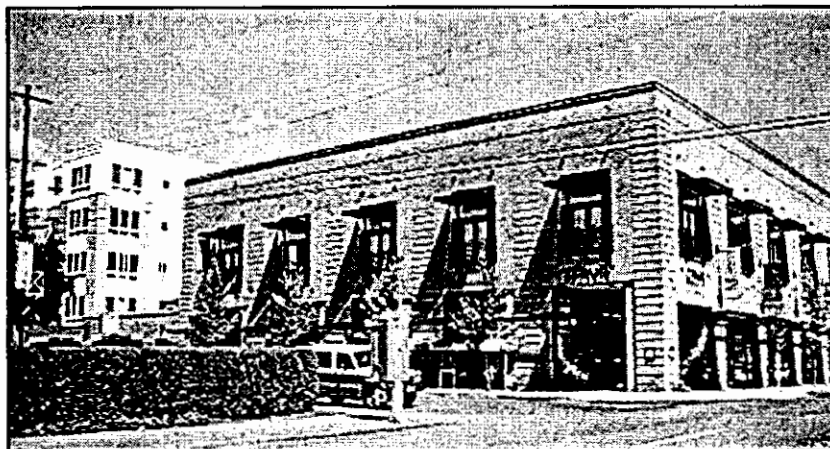
East Burnside Street developed in the streetcar era with pedestrian-friendly buildings.

In the TE, this segment of Burnside Street is designated a District collector. It has four travel lanes with parking along both sides.

***Belmont Street (Southeast Twelfth to Southeast Forty-ninth)***

Belmont Street is one of the east side's original streetcar routes. It is a *Region 2040 Growth Concept* Main Street east to Forty-ninth and is designated in the TE a Neighborhood Collector to Sixtieth. The character of the street changes considerably along its length as a Main Street.

Between Southeast Twelfth and Southeast Twenty-fifth, Belmont is configured as a one-way couplet with Southeast Morrison Street. Belmont runs east bound and Morrison runs west bound. Both streets have two travel lanes with parking along both sides. In the couplet segment, Morrison Street is designated a Corridor, but not a Main Street. Land uses along Belmont between Twelfth and Twenty-fifth are a mix of commercial, small scale industrial, and residential uses. Among the residential uses are several streetcar era walk-up apartments and a number of Queen Anne style houses. Commercial buildings include streetcar era development as well as scattered



The Belmont Dairy, a mixed use project on Belmont Street, opened in 1996.

auto-oriented development. Industrial uses include an electronics firm and a telecommunications operations building.

Belmont changes considerably east of Twenty-fifth, taking on more of the character of a neighborhood street. From Twenty-fifth east, Belmont has two travel lanes, runs both ways and generally has parking along both sides.

The area between Twenty-fifth and Thirty-ninth is typified by a variety of residential and commercial uses, including some mixed use buildings. The area between Thirty-third and Thirty-seventh is predominately mixed use commercial, comprised of streetcar era commercial structures that are built out to the sidewalk, often with residential uses on the upper floors. Among the highlights in this area is the Belmont Dairy project, a recent mixed use adaptation of the old Foremost/Carnation Dairy facility. The project includes a grocery store and other ground floor retail uses along Belmont and Thirty-fourth, and a mixture of market rate and affordable apartments.

The intersection of Thirty-ninth and Belmont features auto-oriented commercial development on all corners except the northeast, which is home to a streetcar era mixed use building. Beyond Southeast Thirty-ninth, Belmont becomes more residential in character, with a commercial node located between Southeast Forty-sixth and Southeast Forty-eighth. A small commercial node also remains at Belmont and Seventieth, the terminus of the streetcar line and Belmont Street.

*Hawthorne Boulevard (Southeast Twelfth to Southeast Fiftieth)*

Hawthorne Boulevard is considered by many to be the "high street" of inner southeast Portland. Centrally located, it features a large number of commercial land uses, including many restaurants, entertainment venues and "boutique" retailers. Like that of other east side Main Streets, the character of Hawthorne changes considerably along its length. Hawthorne can be roughly divided into three segments: Southeast Twelfth to Southeast Thirty-fourth; Southeast Thirty-fourth to Southeast Thirty-ninth; and Southeast Thirty-ninth to Southeast Fiftieth.

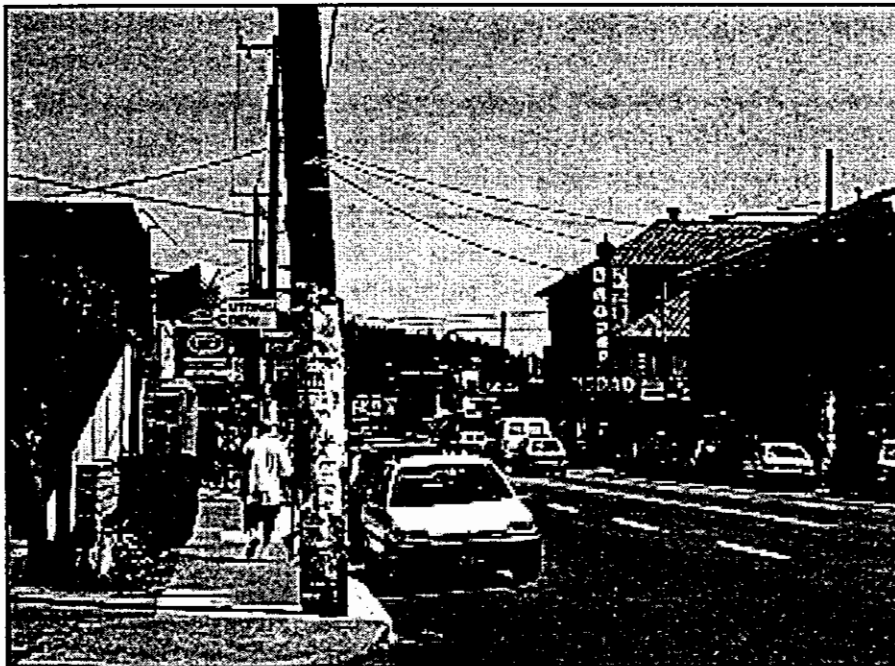
Parking is generally allowed on both sides of Hawthorne. The portion of Hawthorne between Twelfth and Thirty-ninth has four travel lanes; between Thirty-ninth and Fiftieth Hawthorne changes to two travel lanes and a central shared left turn lane. For the full length of the Main Street, Hawthorne is designated a District Collector in the TE.

Between Southeast Twelfth and Southeast Thirty-fourth, Hawthorne is host to a variety of land uses including streetcar era, multi-story walk-up apartment buildings and commercial buildings, several medium-size auto-oriented commercial buildings, and large scale retail buildings. Streetcar era

commercial development typically occurs at major intersections along Hawthorne like Southeast Twentieth.

In general, people are likely to think of Hawthorne Boulevard as the segment between Thirty-fourth and Thirty-ninth. This area is developed in a classic Streetcar Era Commercial style, with storefront commercial uses and several buildings that mix residential with commercial uses. Tenants in this stretch of Hawthorne are predominately retail sales, services and boutiques. Many of the shops have a unique character which draws patrons from the surrounding neighborhood and throughout the region. Generally, no on-site parking is provided. Landmarks in the area include the Baghdad Theater and the Masonic Temple (recently adapted as a mixed event and retail space and renamed the Hawthorne Rhapsody).

Hawthorne from Thirty-ninth to Fiftieth is also predominately commercial, but more sites include parking between the building and the sidewalk, and there are fewer streetcar era mixed use buildings.



Hawthorne Boulevard has become a regional attraction.

***Division Street (Southeast Twelfth to Southeast Sixtieth)***

Division Street is the third Main Street in the inner southeast trio of Main Streets. It differs from both Hawthorne and Belmont in character, as it is more residential and also more industrial, but similar in that it also has distinct segments. For its entire length as a Main Street in the EPCP area, Division is configured as a two lane street, with accommodations for left turn movements at major intersections. In some portions (Southeast Eleventh to Southeast Twenty-eighth) parking is restricted in the peak hour to provide an



additional travel lane. In the EPCP, Division area is designated a Neighborhood Collector in the TE.



Nature's Fresh Northwest grocery store anchors a section of main street development on Division Street at Southeast Thirtieth Avenue.

The segment between Southeast Twelfth and Southeast Thirtieth is primarily residential, consisting of numerous pre-war detached single-dwelling houses interspersed with a few apartment buildings, isolated commercial and

light industrial uses, and a school. This segment is also home to two grocery stores at Twentieth and Thirtieth Avenues.

Between Southeast Thirtieth and Southeast Forty-first, land uses along Division include a significant number of commercial activities. Concentrations of commercial uses occur between Southeast Thirtieth and Southeast Thirty-third, and again between Southeast Thirty-fifth and Southeast Forty-first, with heavier activity located at Southeast Thirty-ninth. Many of the buildings were developed in the streetcar era, but few mixed use buildings appear on Division, with the exception of a new building located at Southeast Forty-first.

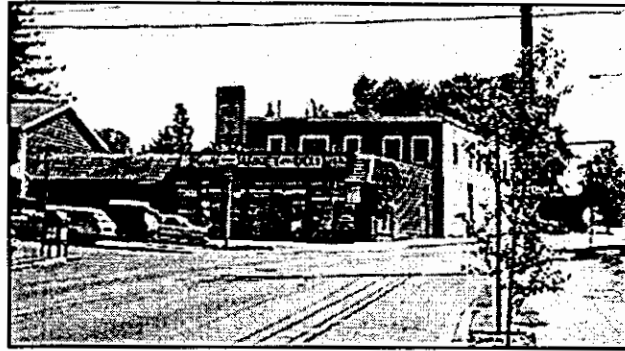
From Southeast Forty-second to Southeast Sixtieth, Division has primarily residential uses, with occasional commercial and institutional uses. A node of commercial activity is located close to Southeast Fiftieth.

***Fiftieth Avenue (Southeast Hawthorne to Southeast Powell)***

Southeast Fiftieth Avenue is designated as a Main Street between Southeast Hawthorne and Southeast Powell Boulevards. The street is one travel lane in each direction with parking along both sides and is a TE designated Neighborhood Collector.

Land uses along the section between Southeast Hawthorne and Southeast Lincoln are primarily pre-war single-dwelling residential. Between Lincoln and Division the land uses are again primarily residential, but include more multi-dwelling units. Commercial land uses dominate the corner of Division at Fiftieth. Buildings at this location are generally built in a pre-war or streetcar era style of development.

Between Division and Powell, Fiftieth Avenue becomes less residential and more commercial and industrial in character. Much of this area has been developed and redeveloped with a mix of commercial and industrial uses; however some single-dwelling residential uses remain.



Commercial uses are found along Southeast Fiftieth Avenue at Woodward Street.

***Powell Boulevard (Southeast Forty-seventh to Southeast Fiftieth)***

This short section of designated Main Street is entirely within the EPCP area and includes mostly auto-oriented commercial uses. More information about Powell is given in the description of the Corridor segment of Powell.

***Foster Road (Southeast Powell to Southeast Fifty-second)***

Only the south side of this short section of designated Main Street is within the EPCP area. It includes auto-oriented commercial uses. Foster is classified in the TE as a Major City Traffic Street and has two travel lanes in each direction with a curb parking lane.

***Twelfth and Milwaukie Avenues (Southeast Division to Southeast Tacoma)***

This Main Street designation consists of two segments separated by a Corridor segment. South of Powell Milwaukie has one travel lane in each direction with parking along both sides for most to the segment. Within the EPCP area Milwaukie is designated a Neighborhood Collector in the TE. Between



Southeast Milwaukie Street provides a lively commercial district in Westmoreland.

Division and Powell, Twelfth is a one-way couplet with Southeast Eleventh Avenue.

The northern section of the Main Street, from Southeast Division to Southeast McLoughlin, is flanked by a mix of commercial, industrial, multi-dwelling and single-dwelling residential structures and uses. The southern section of the Main Street section includes the Westmoreland commercial area between Yukon and Knapp. This is a thriving center of activity in the neighborhood and include several neighborhood-oriented retail uses (coffee shops, florist, hardware, furniture) as well as several boutiques and a movie theater. Residential uses dominate south of Knapp.

***Tacoma Street (Southeast Milwaukie to Sellwood Bridge)***

Land uses along Southeast Tacoma Street are primarily single-dwelling residential, with some scattered multi-dwelling residential. Commercial uses are located primarily at the intersections of Southeast Seventeenth and



Tacoma Street is envisioned by the neighborhood as an opportunity area for mixed use development.

Southeast Thirteenth Avenues, and also near the east end of the Sellwood Bridge at the Willamette River. Tacoma has four travel lanes with no parking. The street is designated a District Collector in the TE because it provides access to the Sellwood Bridge.

***Woodstock Boulevard (Southeast Thirty-ninth to Southeast Sixtieth)***

Southeast Woodstock Boulevard is a designated Main Street from Southeast Thirty-ninth Avenue to Southeast Sixtieth Avenue. This segment is entirely within the EPCP area. The street has two travel lanes in each direction, a shared center left turn lane in the commercial core and parking along both sides. Woodstock is a TE designated Neighborhood Collector from Twenty-eighth to Ninety-second.

Woodstock's commercial core area (approximately Southeast Thirty-ninth to Fifty-second) developed along an old streetcar route and is relatively isolated from major shopping areas (downtown Portland, Clackamas Town Center, and Lloyd Center). This has encouraged the area to continue to develop as a commercial area that serves the shopping needs of nearby residents.

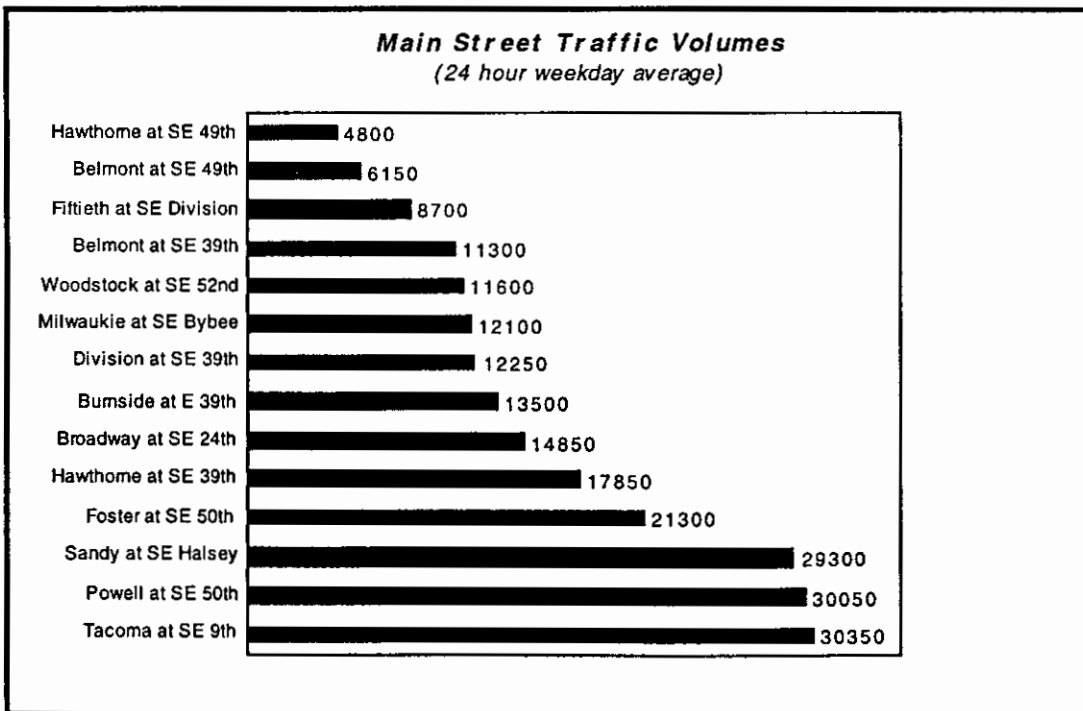
Commercial activities are primarily located in the western portion of the segment, through roughly Southeast Forty-ninth Avenue. To the east, commercial activities taper off quickly to primarily single-dwelling residential uses through Sixtieth. There is a Safeway grocery store at Southeast Forty-fifth.



Woodstock Boulevard offers many retail opportunities with the feel of a small town main street.

### Main Street Traffic Volumes

The following chart compares 24-hour weekday traffic volumes of EPCP Main Streets near the listed intersections. In cases where the volume changed at these intersections, the higher figure is displayed. Main Streets with steady volumes are only displayed once. Streets with significant variations are displayed more than once. The volume data was collected between 1993 and 1995, and is not adjusted for truck traffic or seasonal variations.



Source: Portland Bureau of Traffic Management, Traffic Flow Map, Sept. 24, 1996.

## **Corridors**

### ***Burnside Street (East Thirty-third to East Seventy-seventh)***

East Burnside is a *Region 2040 Growth Concept Corridor* for its entire length in Portland. The section within the EPCP area can be broken into several distinct segments. There are four travel lanes for the entire length of the EPCP section; however, parking is prohibited along portions of the street during peak travel hours.

The segment from East Thirty-third to roughly East Forty-seventh runs through the Laurelhurst neighborhood and is flanked by single-dwelling residential land uses. The segment between East Forty-seventh and East Sixty-second is characterized by considerably more multi-dwelling and commercial development. Many of the multi-dwelling structures are two story garden or courtyard style apartments built during or after the 1940s. The Police Bureau's Southeast Precinct is located at the corner of Forty-seventh and Burnside.

A considerable amount of commercial development exists between East Forty-ninth and East Sixtieth Avenues, with a large grocery store and neighborhood shopping center located on the south side of the street at approximately East Fifty-fourth. Beyond East Sixty-second, land uses along the street again become more residential, with single-dwelling interspersed with multi-dwelling.

### ***Powell Boulevard (Ross Island Bridge to Southeast Fifty-second)***

Powell Boulevard, US 26, is one of Portland's busiest streets. Maintained by the State of Oregon, Powell is classified in the TE as a Major City Traffic Street, and is also a US highway and part of the National Highway System. Powell has four travel lanes, a center turn lane within most of the EPCP area and no on-street parking. Powell is also a designated Corridor for its full length within the city of Portland.

From the Ross Island Bridge to Southeast Milwaukie, only the south side of Powell is included within the plan area. This side supports a mixture of commercial and residential uses on small lots

East of Milwaukie, both sides of Powell are within the plan area. Powell between Milwaukie and Southeast Twenty-eighth is flanked by industrial and commercial land uses, most of which are located on relatively small lots. An institutional use, Cleveland High School, and an open space use, Powell Park, are also included within this segment. Some of the commercial uses date from the late streetcar era, and are developed in a storefront commercial fashion with little or no street setback and limited parking.

Powell between Southeast Twenty-eighth and Forty-third is flanked by auto-oriented commercial uses and some institutions. The commercial uses in

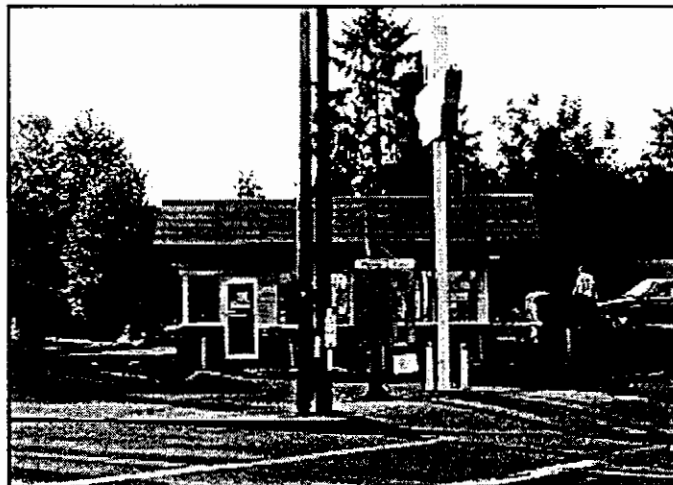
this section of Powell include large supermarkets, gas stations, drive through and fast food restaurants, and used car lots. Institutional uses include the Morrison Center Outpatient Services, the Parry Center for Children, and Multnomah County's Southeast Health Center. Many of these commercial buildings were developed after the 1950s, and most are set back from the street with parking areas in front of the buildings.

The section of Powell between Forty-third and Fifty-second is also dominated by auto-oriented commercial uses, but both buildings and lots become smaller. The average commercial lot size in this area is between 5,000 and 10,000 square feet. One open space use, Creston Park, provides variety to the streetscape.

***Holgate Boulevard (Southeast McLoughlin to Southeast Sixtieth)***

The Corridor designation along Southeast Holgate extends to Southeast Foster, just past the EPCP boundary. Within the EPCP area, the Corridor has two distinct segments. Between McLoughlin and Southeast Twenty-sixth, Holgate crosses the Brooklyn Yard on an overpass. This part of Holgate is a District Collector and has four travel lanes with no on-street parking. Land uses along this segment are largely industrial, but there are some auto-oriented commercial uses clustered near Southeast McLoughlin, Seventeenth and Twenty-sixth.

East of Twenty-sixth, Holgate is a Neighborhood Collector, and narrows to two travel lanes with parking along both sides. Land uses along this segment are predominately residential, with commercial nodes at Southeast Twenty-eighth, Thirty-ninth, and Fifty-second Avenues. Uses are predominately pre-war single-dwelling residential, with some multi-dwelling residential located close to Southeast Thirty-ninth and Forty-first Avenues.



A Holgate Boulevard commercial node at Southeast Thirty-ninth Avenue.

***Thirty-ninth Avenue (Northeast Sandy to Southeast Woodstock)***

Thirty-ninth Avenue is the only uninterrupted north-south arterial through the entire EPCP area. From Northeast Broadway to Southeast Woodstock Boulevard, Thirty-ninth is a Major City Traffic Street. South of the Banfield Freeway, Thirty-ninth has four travel lanes with no parking allowed on either side. Just south of Southeast Holgate, Thirty-ninth narrows to two

lanes. South of Woodstock, the street continues as two travel lanes and is classified as a Neighborhood Collector. Parking is allowed along both sides of these two-lane segments.

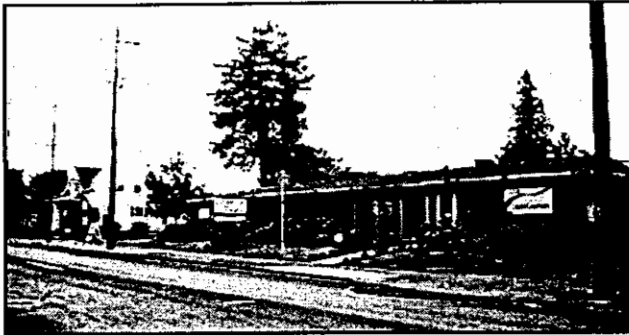
The northernmost part of Thirty-ninth lies within the Hollywood Town Center and comprises part of the district's unusual circulation pattern. Between Northeast Halsey and Northeast Sandy, Thirty-ninth is a three-lane, one-way, and north bound street. From Halsey south to the Banfield Freeway, Thirty-ninth is a two-way street. The four travel lanes, left turn bays, and entrance and exit ramps for I-84 make this area relatively congested and difficult for pedestrians and bicyclists. Land uses in this segment are commercial and include a restaurant and car wash, but a significant portion of these sites is used for automobile parking.

South of the Banfield Freeway to Southeast Stark Street, Thirty-ninth runs through the Laurelhurst neighborhood. The Laurelhurst section of Thirty-ninth serves three churches and the eastern edge of Laurelhurst Park. All other uses served by this segment are single-dwelling residential. From Southeast Stark to Southeast Hawthorne, Thirty-ninth serves both single and multi-dwelling residences and some interspersed small-scale commercial uses. These uses include gas stations, convenience stores, and medical offices. Between Hawthorne and Powell Boulevards, Thirty-ninth returns to a more residential character, dominated by single-dwelling residential land uses, but has a commercial node at Southeast Division.

From Southeast Powell to Holgate, Thirty-ninth is flanked by a wide variety of land uses, developed in a variety of styles over a long period of time. The area closest to Powell is dominated by medium to large scale (two to four story), auto-oriented (drive-up) apartment buildings constructed from the 1950s through the 1970s. This area also contains some commercial uses, typically auto-oriented, as well as some older single-dwelling residential structures. A small, auto-oriented commercial node also exists at the corner of Thirty-ninth and Holgate.

South of Holgate, the character of Thirty-ninth again changes to single-dwelling residential land uses. The Corridor designation continues to Southeast Woodstock Boulevard. At the south end of the EPCP area, Thirty-ninth becomes a dead-end gravel way just north of the Springwater Corridor, a regional recreational trail.

***Fifty-second Avenue (Southeast Foster to Southeast Henry)***



The portion of the Southeast Fifty-second Avenue corridor in the EPCP area is primarily residential in character.

This section of Southeast Fifty-second is dominated by single-dwelling residences on 5,000 square foot lots, but there are small commercial nodes at the intersections of Southeast Foster, Holgate, Steele, and Woodstock. The street is a Neighborhood Collector with one travel lane in each direction and parking on both sides for most of this section.

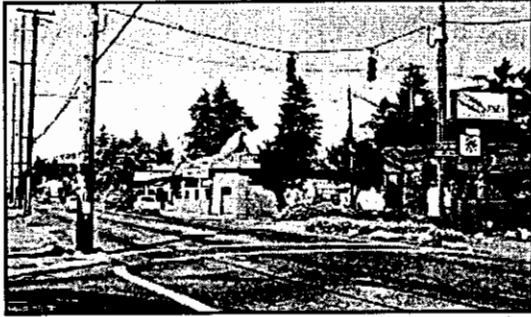
***Sixtieth Avenue (East Burnside to Northeast Halsey)***

This section of Sixtieth is a Neighborhood Collector with one travel lane in each direction and parking along both sides through most of the segment. Between East Burnside and Northeast Glisan, Northeast Sixtieth is dominated by several large scale postwar apartment buildings. The remaining uses are single-dwelling residential. There is a small commercial node at Sixtieth and Glisan. The area between Glisan and the Banfield Freeway is dominated on the west by a former Oregon Department of Transportation facility which is to be redeveloped into a transit-oriented, high-density housing complex. (See Sixtieth Avenue Station Community for more information about this site.) Immediately north of the Banfield Freeway are industrial and commercial uses, which quickly transition into pre-war single-dwelling residences, with a few small-scale, infill multi-dwelling residential structures.



The Northeast Sixtieth Avenue corridor has a mix of residential densities.





Neighborhood-oriented commercial development flanks Halsey Street at Sixtieth.

***Halsey Street (Northeast Forty-seventh to Northeast Sixty-third)***

Northeast Halsey is a four lane street which is designated a Neighborhood Collector. Parking is generally allowed, but there are some sections which do not allow parking during the morning and afternoon commute hours. The street is flanked by a variety of pre-war single-dwelling and larger postwar multi-dwelling residences.

***Glisan Street (Northeast Sixtieth to Northeast Sixty-eighth)***

Only eight blocks of the Northeast Glisan Corridor, which runs east to the Gateway Regional Center, are within the EPCP area. This part of Glisan is a four lane Major City Traffic Street, with parking allowed on both sides. The street is flanked by a variety of large and small-scale commercial uses (Fred Meyer to antique shops) as well as pre-war single-dwelling and postwar, auto oriented multi-dwelling residential uses. A commercial node exists at Sixtieth near a MAX station and includes mixed use buildings, a gas station, a sports tavern, and the site of a proposed large-scale transit-oriented high density housing project. (See Sixtieth Avenue Station Community for more information about this site.)



Residents would like to see Northeast Glisan Street become more friendly for pedestrians.

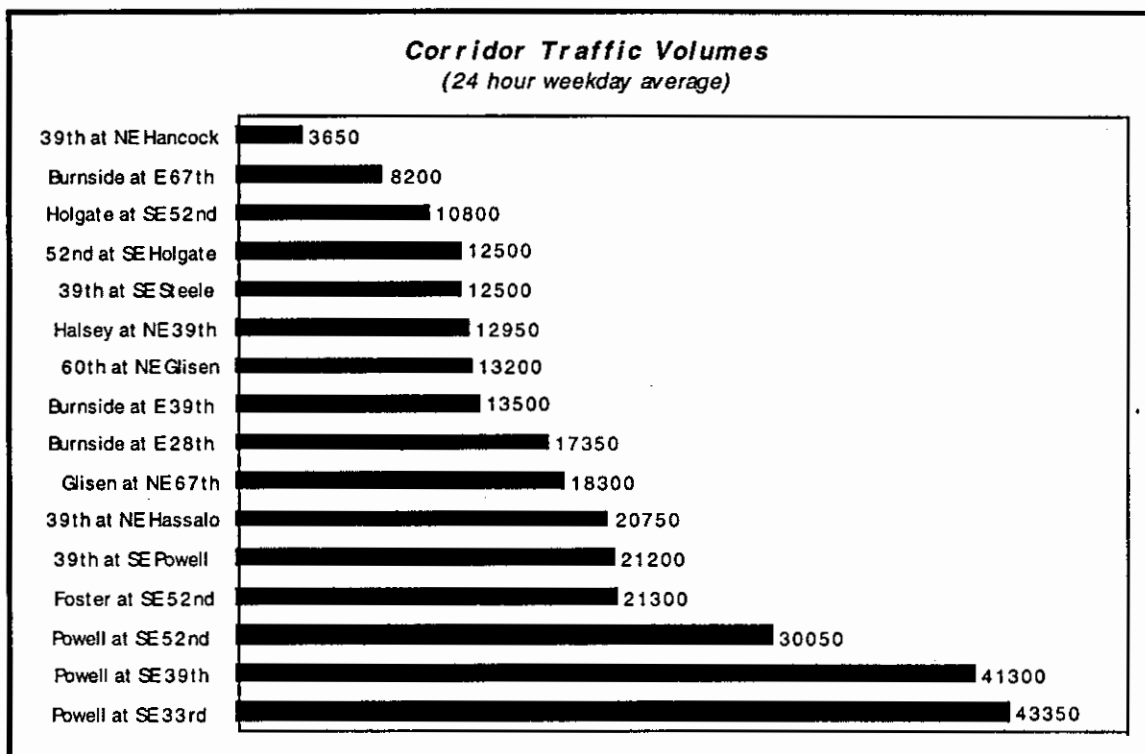
***Foster Road (Southeast Fifty-second to Southeast Sixty-first)***

Only the south side of Southeast Foster Road is within the EPCP area. Between Southeast Fifty-second and Southeast Sixty-first, Foster is flanked by commercial land uses, most of which are located on small irregular lots. The

lots are irregular because Foster intersects the city's usual block pattern at a 45 degree angle. Foster is a four-lane road and is classified a Major City Traffic Street.

### Corridor Traffic Volumes

The following chart compares 24-hour weekday traffic volumes of EPCP Corridors near the listed intersections. In cases where volumes changed at these intersections the higher figure is displayed. Corridors with steady volumes are only displayed once. Corridors with significant variations are displayed more than once. The volume data was collected between 1993 and 1995, and is not adjusted for truck traffic or seasonal variations.



Source: Portland Bureau of Traffic Management, Traffic Flow Map, Sept. 24, 1996.

### Institutions

This section describes those institutional uses within the EPCP area boundaries that qualify for inclusion in the Institutional Residential (IR) zone. The IR zone was created in the early 1990s during the *Albina Community Plan* process in recognition of the role large institutions play in meeting the needs of Portland's citizens. The zone is designed to simplify the regulatory process for institutional development and to address institutional

interaction with surrounding neighborhoods while retaining adequate provisions representing the public interest.

The *Portland Zoning Code* defines the characteristics of the IR zone as follows:

“The IR zone is a multi-use zone that provides for the establishment and growth of large institutional campuses as well as higher density residential development. Intensity and density are regulated by the maximum number of dwelling units per acre and the maximum size of buildings permitted. Some commercial and light industrial uses are allowed, along with major event entertainment facilities and other uses associated with institutions. Residential development allowed includes all structure types. Mixed use projects including both residential development and institutions are allowed as well as single use projects that are entirely residential or institutional. IR zones will be located near one or more streets that are designated as collector streets, transit streets, or streets of higher classification. IR zones will be used to implement the Comprehensive Plan’s Institutional Campus designation. The IR zone will be applied only when it is accompanied by the “d” Design overlay zone.”

Only high schools, colleges, hospitals and medical centers located on a site at least five acres in total area qualify for the IR zone.

Each of the qualifying institutions in the EPCP area is described briefly in the following discussion, with topics including their mission, location, history, and interaction with surrounding neighborhoods.

## **High Schools**

### ***Benson High School***

#### Place

Benson High School is situated at the northwest corner of the EPCP boundary in the Kerns neighborhood. It is located near the edge of Sullivan’s Gulch at Northeast Twelfth and Irving. The school building fronts Northeast Twelfth Avenue, with playing fields to the south and east which adjoin Buckman Park. School grounds include 7.75 acres.

The student body is drawn from throughout the Portland Public School District, and the high school is a magnet school for technical subjects.



Benson High School was originally a vocational school for young men.

### History

In 1915 the Portland School Board accepted lumber baron Simon Benson's offer to build a vocational high school for the young men of Portland. One of Mr. Benson's conditions was that the school board name the school after him and match his \$100,000 gift.

Benson High School has offered vocational training and college preparatory courses for more than 80 years. About 60 percent of Benson's graduates go to work in a trade while almost 40 percent pursue further education in engineering schools. Benson educated only boys until girls were admitted in 1973.

### Interaction with Surrounding Neighborhoods

Benson High School's enrollment is just under 1,600. Drawing students from over much of the Portland School District, students arrive on campus by a variety of means. For example, members of Benson's student body can often be seen crossing the Twelfth Avenue bridge over Sullivan's Gulch to access the MAX light rail station and Lloyd Center. The school's location is somewhat removed from Kerns' residential sections, and negative interaction with surrounding uses are limited.

### *Central Catholic High School*

#### Place

Central Catholic High School's campus is located in the Buckman neighborhood and is bounded by Southeast Twenty-fourth Avenue, Pine Street, Twenty-sixth Avenue, and Stark Street. It is across Stark Street from Lone Fir Cemetery and is surrounded on three sides by residential uses. The campus is just over five acres in size, and includes school and maintenance buildings as well as playing fields.



Central Catholic High School was established in 1939.

### History

Central Catholic was established in 1939 as a private Catholic boys' school. It became a co-educational school in 1979. Its mission statement reads: "Central Catholic High School is a college preparatory school dedicated to educating young women and men from diverse backgrounds in an environment built on academic excellence, Christian values, and community spirit, in a manner consistent with the teachings of the Catholic Church." About 800 students are enrolled at any given time.

### Interaction with Surrounding Neighborhoods

The student body at Central Catholic is drawn from much of the Portland area, predominantly from the east side of the Willamette. Students arrive by auto, both singly and in carpools, and by bus, walking, and bicycling. The school has no student parking lot, and those students who drive must find on-street parking.

### *Cleveland High School*

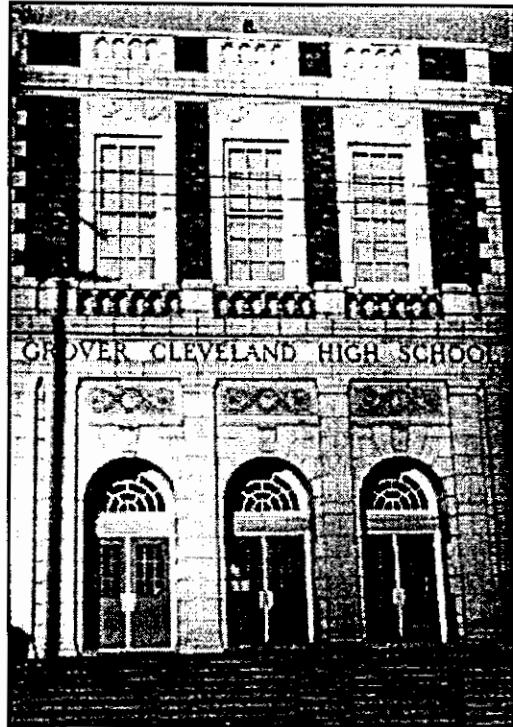
#### Place

Cleveland High School is located in the Hosford-Abernethy neighborhood at the northeast corner of Southeast Twenty-sixth Avenue and Powell Boulevard. Students attending the school come from the inner southeast portions of the plan area. The school grounds are contained in an area of just over five acres.

In addition, Cleveland's campus includes 6.5 acres of playing fields located five blocks east and separate from the rest of the campus. The school also uses the baseball diamonds in Powell Park, at the southwest corner of Twenty-sixth and Powell, for its baseball and softball teams. Approximately 1,250 students attend Cleveland.

### History

The growth of southeast Portland early in the century put pressures on the city of East Portland's only high school facility; Washington High School at Southeast Fourteenth and Stark (now the Child Services building). In 1860 Clinton Kelly and his wife donated two acres at the current Cleveland site to the city of East Portland's school district. Later, the Portland School District acquired additional land in the area and constructed the Clinton Kelly High School of Commerce in the early part of this century. In 1929 the district demolished this school building and replaced it with the current building.



Cleveland High School, located at Southeast Twenty-sixth Avenue and Powell Boulevard, was built in 1929.

### Interaction with Surrounding Neighborhoods

Cleveland is bordered by the Powell Boulevard commercial strip and is within easy walking distance of several fast-food restaurants. The area north of the school is entirely residential in character. Several multi-dwelling housing developments are south of the high school across Powell Boulevard. Tri-Met Route 9 is well used by Cleveland students, and a parking lot across Twenty-sixth Avenue from the school grounds is available to students and staff.

### Colleges

#### *Reed College*

##### Place

Reed College enrolls about 1,200 students and occupies 102 acres on the north end of the Eastmoreland neighborhood. The campus is generally bounded by Southeast Twenty-eighth Avenue, Southeast Steele Street, Southeast Thirty-seventh Avenue, and Southeast Woodstock Boulevard. Crystal Springs Creek forms a shallow canyon running west to east through the campus. In the center of this canyon, Reed Lake is a natural water feature fed from Crystal Springs.

The campus includes multiple residence halls, classroom buildings, science facilities, and administrative facilities, as well as numerous smaller buildings including a music building, studio art building, and health center. There is a student union, cafeteria, library, art gallery, bookstore, computer center, sports

center, and theater. Some campus facilities, including the art gallery and Volume Lecture Hall are used as locations for events open to people beyond the Reed community.



Reed College is located in the Eastmoreland neighborhood.

Reed's recently updated master plan includes 20 million dollars of construction and renovation projects. The first phases are currently under construction, including a new campus center and two new residence halls to be completed in 1997. The new campus center auditorium will augment Reed's Commons, which in

the past has done double duty as both a cafeteria and an event space. The new residence halls will enable Reed to house a much larger proportion of its students on campus. (The new halls are expected to increase the on-campus student population to 750.)

### History

The original Reed Institute 40 acre site was part of the Crystal Springs Farm and was purchased from the Ladd Estate Company. Reed College was founded as Reed Institute in 1909 through the willed donation of Simeon and Amanda Reed. Eliot Hall, the first building completed in 1912, was named in honor of Reverend Thomas Lamb Eliot, who had convinced the Reeds of the value of investing philanthropically in the Reed Institute venture. The first class enrolled in 1911 and graduated in 1915.

### Interaction with Surrounding Neighborhoods

The college is oriented to its main entrance off Southeast Woodstock Boulevard, and therefore interacts more directly with Eastmoreland than with the Reed neighborhood. The Reed neighborhood is primarily impacted by development occurring on the north half of the campus. Students living on campus find their primary commercial activities are up the hill to the east on Woodstock Boulevard.

On-street parking conflicts between students and residents are not uncommon near the campus. This is a greater issue in Eastmoreland than in Reed due to the proximity of academic buildings. Transportation studies conducted as part of Reed's master plan update process indicate that there is ample on-campus parking for all but a handful of days yearly; the issue is how to get people to use the lots on the north side of campus, which require a

longer walk to many campus buildings. The college is also addressing parking overflow issues for special events.

A community garden is located in the northwest corner of the Reed campus and is well used by surrounding neighbors. The college has identified the garden as a potential future building site in its master plan update process.

Reed's update of their ten year master plan began during the fall of 1996 after the college proposed improvements and construction of auditorium facilities and dormitories that were not included in the previous master plan. In the updated plan, one of the most contentious issues, the provision of street trees and sidewalks on the campus edges, has been resolved. The college is committed to completing sidewalks and street trees around the north, west and south campus edges by the end of the year 2000.

### *Warner Pacific College*

#### Place

Warner Pacific College operates a 15 acre facility on the south slope of Mt. Tabor, bounded by Southeast Division Street, Southeast Sixty-sixth Avenue, the southern Mt. Tabor Park boundary, and Southeast Seventieth Avenue. The campus is entirely within the Mt. Tabor neighborhood, and the South Tabor neighborhood is across Southeast Division Street to the south.

Warner Pacific is a Christian liberal arts college affiliated with the Church of God, based in Anderson, Indiana. The student body is composed of 650-700 students who are being trained for a variety of career fields, including business administration, music, teacher education, and pre-professional studies. About one-third of the students live in resident halls, apartments, and houses on campus. Another third live off campus and commute to school by a variety of transportation modes. The final third of the students are adults pursuing completion of their college degree through an accelerated degree program.

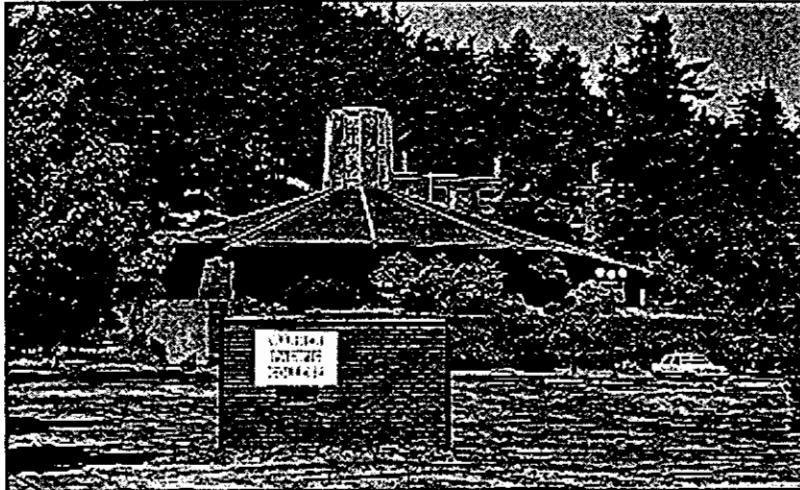
#### History

The school's grounds were deeded to Pacific Bible College in 1940, when the college relocated to Portland from its founding location in Spokane, Washington. The college was renamed Warner Pacific in 1959 to reflect its liberal arts emphasis.

#### Interaction with Surrounding Neighborhoods

As mentioned above, about two-thirds of the student body lives away from campus. Automobile commuters park on campus, and few known conflicts have occurred between neighbors and the college regarding campus traffic generation and parking.





Warner Pacific College is a Christian liberal arts college in the Mt. Tabor neighborhood.

Warner Pacific requires its students to complete 25 nonacademic 'spiritual life credits' each semester. This program encourages the students to be involved with the community in which they live and work. For example, students may choose to tutor at a local school, help out at a nursing home, volunteer at a homeless shelter, or work with the ROSE Community Development Corporation.

### **Medical Facilities**

#### *Eastmoreland General Hospital*

##### Place

The Eastmoreland General Hospital campus is situated near the intersection of Southeast Twenty-eighth Avenue and Steele Street in the Reed neighborhood. To the west is an industrial area associated with the Brooklyn Yard rail facility. To the north are several multi-dwelling housing developments, and further east a more uniformly single-dwelling residential area. Its south and east boundaries are contiguous with the Reed College campus. The Eastmoreland hospital facility includes a hospital building with 100 beds, four medical office buildings fronting Twenty-eighth Avenue, and a new medical office building currently in the planning stages.



The Eastmoreland Hospital is located at Southeast Twenty-eighth and Steele Street.

### History

Eastmoreland General Hospital opened in 1959 on its current 4.5 acre site. The hospital specializes in osteopathy, or the belief that all systems in the human body, including the musculoskeletal system, operate in unison. The institution began in 1944 as Portland Osteopathic Hospital in northwest Portland, and relocated when it outgrew its space.

### Interaction with Surrounding Neighborhoods

The Reed neighborhood has expressed concerns in the past regarding the amount of automobile use the hospital generates. The neighborhood is especially concerned about traffic volumes and speeds along Southeast Steele Street.

### *Providence Portland Medical Center*

#### Place

Providence Portland Medical Center is located in the Center neighborhood in the vicinity of Northeast Forty-seventh Avenue and Glisan Street. The campus covers 20 acres and is bounded by Northeast Forty-seventh Avenue, the Banfield Freeway, Northeast Fifty-third Avenue, and Northeast Glisan Street. The medical center has established a growth boundary that could extend the campus slightly south and somewhat southwest in the future.

The Providence medical system operates three separate facilities within this boundary. The first and largest facility is the Providence Portland Medical Center. At the northwestern corner of the campus is the Providence Child Center. Seven blocks east at Northeast Fifty-fifth and Glisan is the Emilie House, a mental health treatment facility. Several medical office buildings are also scattered within the boundary and a few Providence business offices are located outside the campus boundary.

#### History

The Sisters of Providence began their health system with St. Vincent's Hospital in northwest Portland. The original Providence Hospital began operations at the Forty-seventh and Glisan site in 1941. The use of the site has shifted over the years from that of a community-based hospital to that of a regional medical center. The Sisters of Providence operate several other medical facilities around the region.

At the medical Portland center, patient care, research, education, and administrative functions are concentrated in the interior of the campus while medical services and community oriented facilities are more immediately accessible on the outer edges of the campus.



Providence Hospital is the largest employer in the EPCP area.

### Interaction with Surrounding Neighborhoods

Because of its large scale and role as a regional medical facility, the Portland medical center has sometimes negatively impacted the Center neighborhood. In the past, the neighborhood has been concerned with the physical extent of the hospital's 'sprawl,' and the traffic and parking impacts of the campus' presence. Providence, in cooperation with the neighborhood, has addressed some of these concerns over the years.

In 1990, the hospital established a growth boundary (described above). This effort responded to neighborhood concerns about encroachment into residential and commercial areas. Recently, areas north of the Banfield Freeway in the Hollywood and Rose City Park neighborhoods were deleted from inclusion within the boundary. While still a part of the Providence system, these facilities will not expand.

The Providence Portland Medical Center's 1977 *Master Plan Transportation Program* responded to neighborhood complaints about traffic volumes and a shortage of on-street parking due to Providence employees. The medical center responded to these complaints by encouraging employees not to drive to the campus alone and by instituting strict disciplinary actions for employees who park outside the campus boundaries. The program has been expanded over the years, with greater subsidies for employee transit passes and satisfactory employee response to the programs. Currently, Providence and Tri-Met work together to fully subsidize transit passes for the medical center's employees.

## Industrial/Employment Areas

The EPCP area is home to three industrial areas:

- the Sandy Boulevard/Banfield Freeway triangle;
- the Brooklyn Yards; and
- the McLoughlin and Tacoma area.

In addition, the EPCP plan area is impacted by the adjacent Central Eastside Industrial District (CEID). The CEID was included in the *Central City Plan*, and is discussed minimally here.

It is worth mentioning, however, that the CEID is a major employment area for the city as a whole. It includes many warehousing and manufacturing businesses, with impacts on the surrounding neighborhoods. Positive impacts are found in the provision of jobs, services and products for the market. Negative impacts include truck traffic, a lack of activity at night and associated safety issues. The district is also home to several social service facilities, which can create additional concerns for the surrounding residential areas.

The CEID is designated an Industrial Sanctuary (IS) on the *Comprehensive Plan Map* to protect it for employment uses without conflicts over noise, appearance and traffic, and to prevent land price escalation that could drive out employment uses. The IS designation sets land aside for industrial uses which generate new income for the region, employment opportunities, and export and consumer goods. Residential uses are not allowed within the designation, and commercial uses are limited to those which serve the employers and their workers.

### Sandy Boulevard/Banfield Freeway Triangle

#### *Place*

The Sandy Boulevard employment area extends south of the Banfield Freeway from the CEID east along Sandy Boulevard.

#### *History*

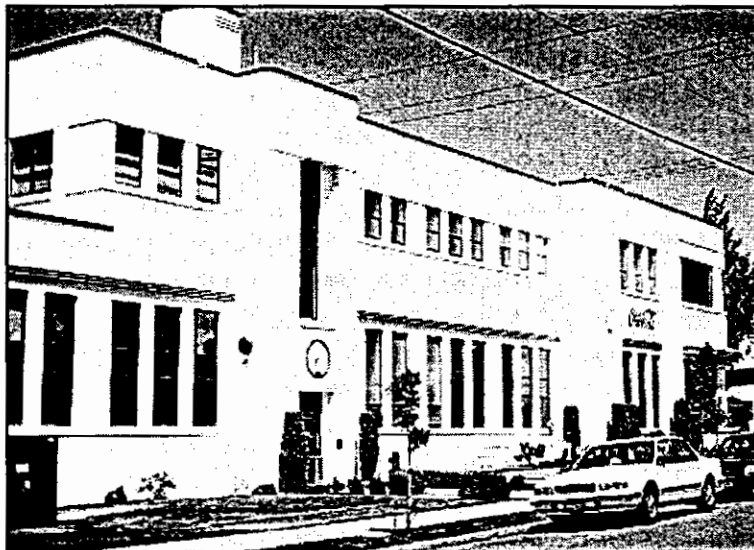
Sandy Boulevard, originally called Sandy Road, developed as a farm to market route as early as 1855. It soon became the major eastern entrance to Portland for horses, carts and then automobiles. Access to the railroad and later, the Banfield Freeway, has made the area attractive for industrial uses.

The area may also be attractive for the sort of mixed use residential development taking place in the Pearl District in northwest Portland due to its proximity to the Lloyd District and downtown. However, the building types and quality of structures found in the area are not generally as attractive

for renovation. There is a concern that permissive zoning could attract big box retailers given the oversized lots in the area. More automobile traffic in the area could create a problem because of the existing street network.

***Designation, Uses & Major Employers***

Much of the triangle formed by Twelfth Avenue, Sandy Boulevard and the Banfield Freeway is designated Central Employment (EX) which automatically includes the "d" Design overlay zone. This designation was developed to promote mixed use opportunities in an industrial setting. Benson High School is designated High Density Multi-dwelling Residential (RH). Buckman Park is designated Open Space (OS). A range of commercial designations are also present in the area, with the northwest corner designated Central Commercial (CX) and northeast tip General Commercial (CG). One block, bordered by Twenty-fifth Avenue, Oregon Street and Sandy Boulevard, is designated Urban Commercial (UC) and is zoned Storefront Commercial (CS).



A mixed industrial area is found north of Sandy Boulevard in the Kerns neighborhood.

The land uses within the area are a mix of commercial, multi-dwelling residential, industrial and institutional. Some single-dwelling homes remain. Major employers in the area include: Janzen, Fisher Broadcasting, Nationwide Mutual Insurance Company, Portland Bottling and Sunshine Dairy. According to the Multnomah County Assessment and Taxation data, lot sizes (excluding Benson High School and Buckman Park) range from .03 to 4.7 acres.

## **Brooklyn Yards**

### *Place*

The Brooklyn Yard employment area surrounds the historic rail yards of the Southern Pacific Railroad between Southeast Seventeenth and Twenty-sixth Avenues south of Powell Boulevard. The Brooklyn Yard is one of three major rail yards in the Portland region.



The Brooklyn Yard is likely to become the main box car yard for the recently merged Union Pacific and Southern Pacific railroad companies.

### *History*

In 1868, the Oregon Central Railroad broke ground at a point near the present-day intersection of Division Street and Twelfth Avenue for an east side rail line to the south. The company, which reorganized as the Oregon & California Railroad and eventually was acquired by Southern Pacific Railroad, built its car shops at a point on the line within Tibbetts' donation land claim.

The Southern Pacific rail yards underwent a major expansion in 1910, but it was not completed for several years. More expansion was planned for the yards in 1920, but did not materialize because Southern Pacific opened a new repair and maintenance facility at Eugene in 1927. Although the railroad was a major employer during the war, the importance of the Southern Pacific rail yards was reduced with the close of the age of steam locomotives after World War II. The Brooklyn Yard had no diesel repair facilities, as they had all been built at the Eugene yards. Southern Pacific attempted to expand the Brooklyn Yard to the south in the late 1950s, but was thwarted by opposition from Eastmoreland residents. This opposition further hastened the shift of operations to Eugene.

The Brooklyn Yard was the Southern Pacific Railroad's base terminal in Oregon. It also served as a maintenance base, district office and transfer depot for over-the-road freight. In 1996, federal regulators approved the merger of the Southern Pacific and Union Pacific Railroads, creating the largest railroad company in the nation. The future use of the facility is uncertain given the merger. It is likely to become the major box car yard for Union Pacific, where large trains are divided into smaller segments to deliver freight to businesses by rail. This should generate less truck traffic than an intermodal facility.

Although the rail yard accounts for a great deal of the land in the area, other industries are also present. Buffering the industrial area from the surrounding residential neighborhood has been an ongoing concern. Another issue is the appropriate use for the industrial sanctuary. Fred Meyer's corporate headquarters are located on Southeast Twenty-second Avenue and the company has expressed an interest in opening a store with limited merchandise to serve the Brooklyn and surrounding neighborhoods. An effort to swap company-owned land along Southeast Twenty-second Avenue for park land along Powell Boulevard received both negative and positive responses from community groups in 1996. However, Fred Meyer has not formally pursued the idea.

***Designation, Uses & Major Property Owners***

The entire area is designated Industrial Sanctuary (IS). The industrial area is separated from the residential neighborhood by a narrow band of Mixed Employment (ME) zoning with the "b" Buffer overlay zone applied west of Seventeenth.

Much of the land area is being used as intended for industrial uses. However, there is some commercial and residential development along the edges of the rail yard. In addition to Union Pacific and Fred Meyer, other employers in the area are Tri-Met, PGE and Bullseye Glass. Lot sizes are larger than in the Sandy Boulevard area, varying from .01 to over six acres. Four entities own even larger tax lots: city of Portland-Powell Park (8.85 acres), Tri-Met (8.86 acres), Fred Meyer (16.51 acres) and Union Pacific (85.03 acres).

**McLoughlin and Tacoma**

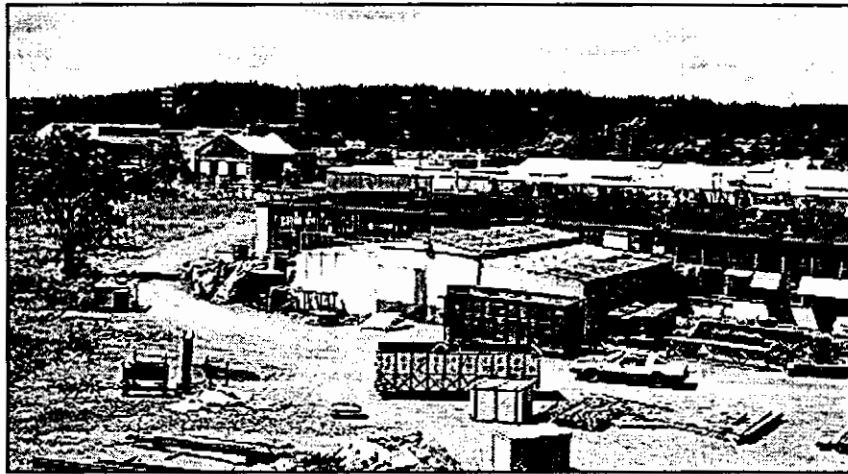
***Place***

The McLoughlin and Tacoma employment area surrounds the intersection of these two streets and is bounded roughly by Twenty-third Avenue to the west, Berkeley Place to the north, Twenty-eighth Avenue to the east and the city limits to the south. Johnson Creek passes through the area, often in a degraded condition with debris dumped in the stream bed.

### ***History***

This area was originally a small, independent community called Willsburg. The town was platted in 1869 and was 16 blocks in size. Willsburg became a stop on the Oregon & California Railroad, with its own post office, school and several homes. It was also the location of Gabriel Shindler Furniture Company, and later the Oregon Worsted Company.

In addition to the industrial uses presently in the area, there is commercial development catering to the high volume of traffic along McLoughlin Boulevard. Two adult entertainment businesses are located on the west side of the road. More intense development in the area raises concern because of the Johnson Creek floodplain.



A mix of industrial and commercial uses are found near the Tacoma Street overpass at McLoughlin.

### ***Designation, Uses & Major Property Owners***

The area east of the railroad line is currently designated as Industrial Sanctuary (IS). The areas between the railroad and McLoughlin Boulevard and between Southeast Twenty-third and Twenty-fifth south of Umatilla Street are designated Mixed Employment (ME). Auto-oriented General Commercial (CG) designations are found on the west side of McLoughlin and surrounding the Tacoma Street/McLoughlin intersection. A small area of Medium Density Multi-dwelling Residential (R1) designated property is located north of Umatilla between Twenty-third and Twenty-fifth Avenues.

The land uses in the area correspond fairly well with the general designation pattern. Companies in the area include: East Side Plating, Pacific Saw & Knife Company and Kasch's Garden Center. Tax lots are smaller in this area, varying between .01 and 7.77 acres.



## D. Transportation

### Introduction

#### Included in this Section

This section contains information about the transportation system in the *East Portland Community Plan* (EPCP) area, transportation changes that have influenced its configuration, and the policies that guide its ongoing development. Information about projects and programs that will effect the plan area are also included.

#### For More Information

Related information may be found in other sections of this document. For more information on...

...transportation related infrastructure and existing conditions, refer to the "Transportation" subsection of section *E. Infrastructure*.

...the history of transportation, refer to section *A. History and Urban Design*.

...lane configurations on particular streets, refer to the "Region 2040 Mixed Use Profiles" subsection of section *C. Land Use*.

...automobile ownership trends and the journey to work, refer to *Appendix A*.

...street classifications see *Appendix I*.

### Overview

Today, the EPCP area includes a tightly woven grid of streets and sidewalks, heavy and light rail lines, arterial highways and other facilities that enable the movement of automobiles, public transit, pedestrians, bicycles, and freight traffic throughout and beyond the district. Changes to this transportation system, as well as changes in transportation technology, land use, and public policy, continually impact the ability of people in the EPCP area to get where they need to go, and obtain the goods and services they desire. The modes of transportation people and freight use to travel to their ultimate destinations in turn impacts the area's livability.

Over the last 150 years the transportation system within EPCP area, as elsewhere in Portland, has shifted emphasis from river to rail to road. Native Americans relied extensively on the region's rivers and established a trail system that was the precursor of today's diagonally running arterials (including Sandy Boulevard, Powell Boulevard, Foster Road, and Milwaukie Avenue). The division of land into square property claims following the Homestead Act established transportation corridors along property borders, and early through routes including Glisan, Stark, Division, and Holgate arose.

In general, local streets in the plan area were improved at the time of land development by the developer or property owner, with the occasional formation of a local improvement district. Ladd's Addition, Laurelhurst, and Eastmoreland were exceptions to this trend, as their developers provided improvements in a package before the sale of most building lots.

Postwar transportation policies and projects had a profound effect on the area's transportation system. The freeway expansion of the 1950s, 1960s, and 1970s led to the construction of several freeways either through, or in the vicinity of, the EPCP area. Since that time the city has focused primarily on better accommodation of transportation modes other than the automobile. Many of the projects and policies impacting the EPCP area in the last 20 years have looked at developing new, or enhancing existing, facilities to better accommodate multiple transportation modes.

## **The Influence of Rail Systems**

### **Steam Railways**

The California Gold Rush created pressure to get goods and products more quickly to California. This pressure led to the construction of a railroad on the east side of the Willamette along what is now the Southern Pacific rail alignment. The completion of this railroad in 1887, coupled with the earlier arrival of the continental railroad through the Columbia Gorge and down Sullivan's Gulch in 1883, settled EPCP area's fate as a distribution center.

### **The Streetcar**

The history of development of the east side's streetcar lines is useful in understanding the current street layout and development pattern of the EPCP area. Each of the EPCP area's mixed use commercial districts, except Hollywood and the Powell corridor, can trace its origin to a streetcar alignment. (See section *A, History and Urban Design* for more detailed information about the streetcar system.)

## **Interurban Rail**

An interurban line began operating in 1904 that linked downtown Portland to Lents, Gresham, and Boring. This line ran along the east side of the Willamette River, through Sellwood and out what is now the Springwater Corridor. Unlike railways and streetcars, interurban trains ran in their own rights-of-way, had infrequent stops, and included freight operations.

Remnants of this line include the track along the east side of the Willamette River between the Oregon Museum of Science and Industry (OMSI) and the Milwaukie industrial district as well as the Springwater Corridor. In addition, supporters of this interurban line opened Oaks Amusement Park in 1905, and the park acted as a huge ridership draw. The developers barged many of the amusement buildings upriver from the site of the Lewis and Clark Exposition after that event closed in 1905.

## **The Emergence of the Automobile**

When the automobile made its entrance in the early 1900s, it was viewed as an expensive and unreliable toy. But the technology improved rapidly, and the boom years of the early 1900s led to an increase in automobile usage across the country. Soon after the First World War, the automobile became a regular part of the streetscape. During the economic boom of the 1920s, the auto moved within financial reach of a wider range of the population. Increased car use exacerbated the problem of Portland's typically dusty—or muddy—streets and added to the pressure for public works efforts that would improve and pave them.

First bicyclists and then automobile enthusiasts applied political pressure for road improvements. In 1913 the State Highway Commission was created, and the commission designated Sandy and Powell Boulevards as thoroughfares of state importance. In the 1920s, the State Highway Commission built the Ross Island and the Sellwood Bridges. The State Highway Commission authorized the construction of McLoughlin Boulevard during the Great Depression to relieve congestion and divert traffic around the Brooklyn and Sellwood-Moreland neighborhoods.

During the 1920s, Multnomah County general obligation bonds financed numerous street improvements in the area including:

- extension of Sandy Boulevard westward from Southeast Sixteenth Avenue to meet the alignment of Southeast Seventh Avenue;
- widening of Southeast Thirty-ninth Avenue;

- widening of Burnside Street west of East Thirty-second Avenue;
- and construction of bridges across Sullivan's Gulch at Northeast Forty-seventh, Fifty-third, and Sixtieth Avenues.

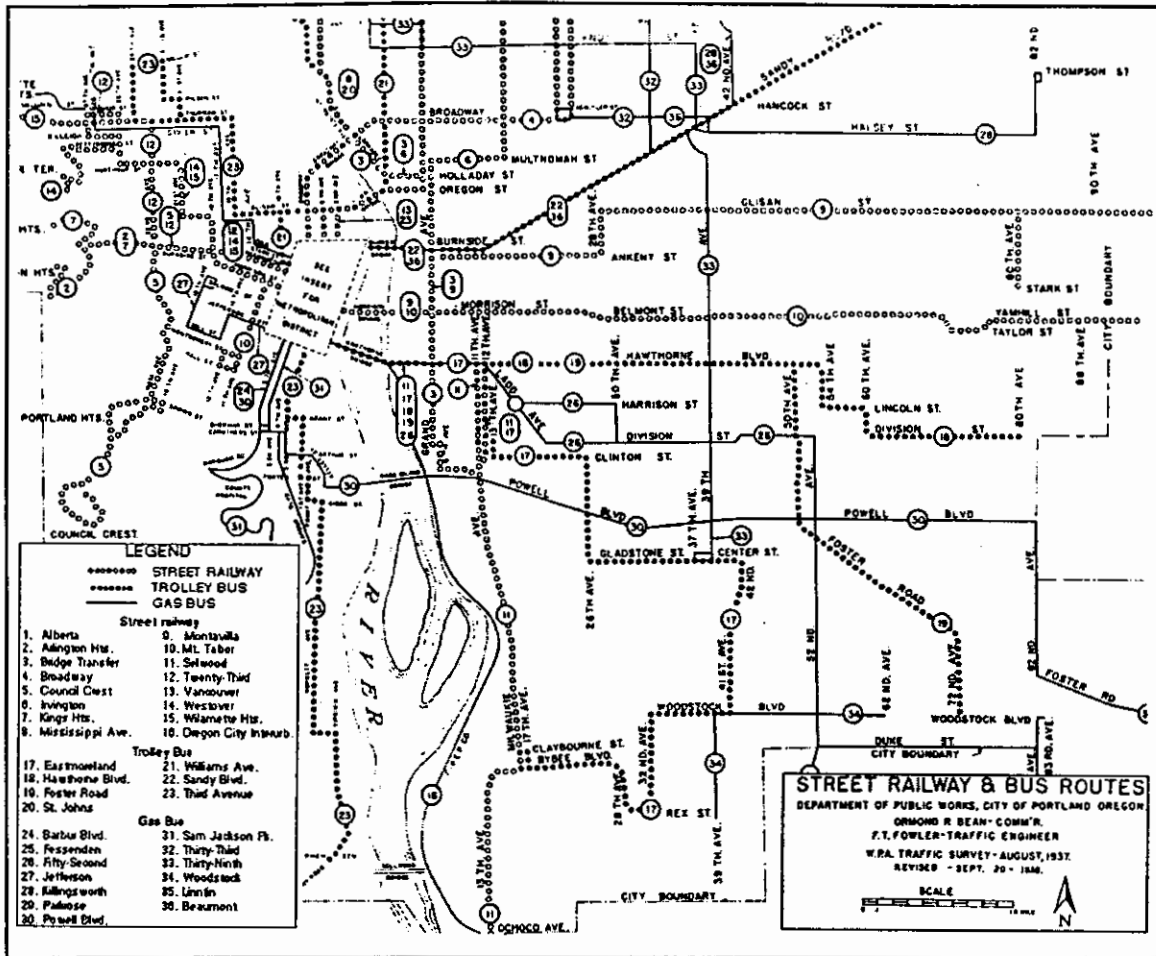
## **Transit and its Struggle for Ridership**

The popularity and accessibility of the automobile caused a slow erosion of support for Portland's streetcar system. By the mid-teens, track mileage had reached its apex. Ridership peaked in 1922 at 14 million rides annually. With more automobiles on the streets, streetcars were seen as an encumbrance; and, since the automobile users tended to be the more affluent and politically connected than streetcar users, popular support for the streetcars began to be questioned.

There was also a widespread American belief that the automobile represented the future, and streetcars were a thing of the past. While the public was willing to tax itself to provide a street network for private automobiles, public funding had never been provided for the streetcar system's operation and maintenance.

The poor quality of the existing track and streetcars combined with the large capital expense of repairs to make some lines difficult to maintain. The average street railway company had little capital to expend on such repairs, as fares were mandated to remain at a nickel, and labor costs were rising. The less expensive short-term choice was to replace low ridership lines with diesel bus service. Middling lines were replaced with trolley bus service. The gradual erosion of the streetcar system was complete by 1948 when the Mt. Tabor line, the last line in EPCP area, ceased operation. The Oregon City interurban line ceased operation in 1958.

The diesel bus system that replaced the rail lines fared no better, and by the middle 1960s, was near financial ruin. Political will was mustered at the state level to authorize the creation of the Tri-County Metropolitan Transportation District (Tri-Met) and to enable a stable funding source (the employer excise tax). This system has allowed some growth in transit service in the plan area over the last 25 years. Ridership has climbed steadily, though the ridership percentage in comparison to all trips continues to decline.



## Postwar Transportation Policy and Projects

### Local Impacts of National Policies

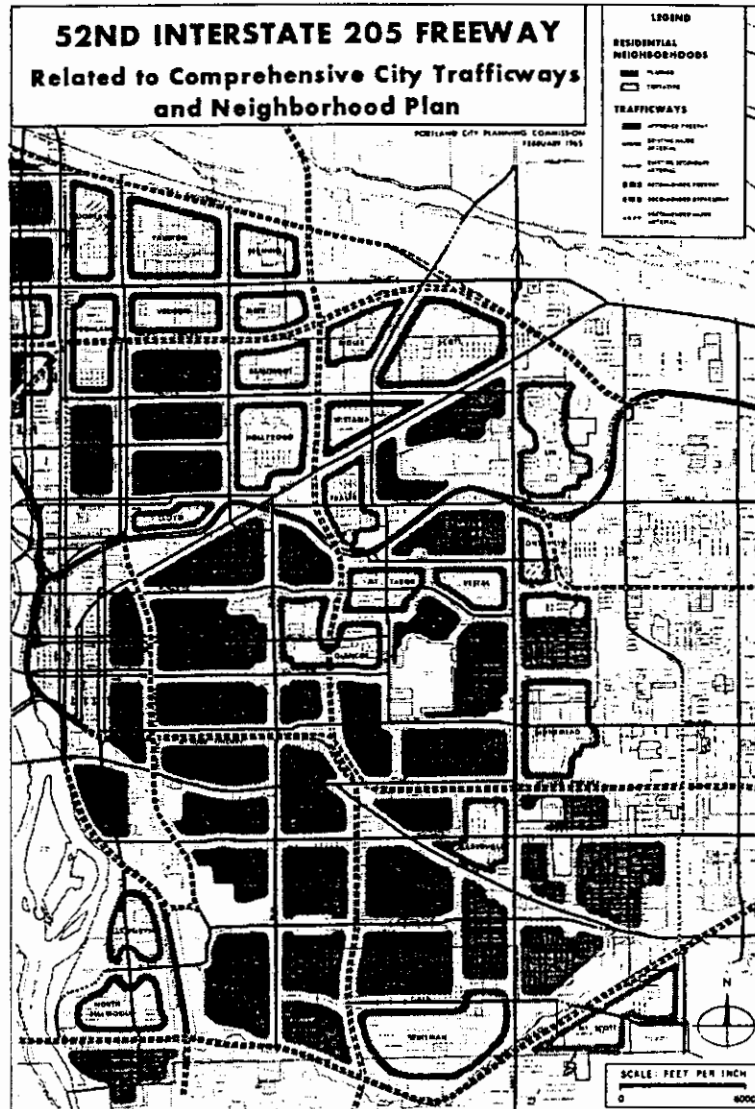
As the United States returned to a civilian economy in the late 1940s, transportation attention was given primarily to automobiles and their needs. Streets were widened. Parking lots were built and expanded.

The Portland Planning Commission adopted a policy of major freeway and expressway expansion in the 1950s which is reflected in the Metropolitan Planning Commission Proposed Trafficways map of 1960.

### Interstate Freeway Construction

#### *The Banfield (Interstate 84), 1958*

The Banfield Freeway was the first freeway project completed in Portland. The selected route was entirely within a gulch, parallel to the Union Pacific Railway tracks. The freeway widened only slightly an already grade-separated



natural feature, Sullivan's Gulch, a relic of ice age floods. Though the freeway did eradicate a golf course in the area of Benson High School, neighborhood impacts were generally limited to freeway access points and to general increases in noise, dirt, and pollution.

#### ***Interstate 5 (1966)***

While the Interstate 5 alignment is not actually within the EPCP area, it travels through the Central Eastside Industrial District (west of Twelfth Avenue) which encompasses portions of the Hosford-Abernethy, Buckman and Kerns neighborhoods. Two issues regarding the freeway remain today and continue to provoke passionate arguments: its effect on river front access and the indirect routes required to access it. Both of these issues are briefly described below.

The freeway's alignment along the east side of the Willamette River separates the Hosford-Abernethy, Buckman and Kerns neighborhoods from their river fronts and adversely impacts the recreational use of the river's east bank. The issue is similar to the west side of the river, where Harbor Drive had blocked downtown river front access. The opening of both Interstate 5 and Interstate 405 made Harbor Drive redundant and allowed the creation of Waterfront Park. In the past, discussions regarding the best use of the land adjacent to the Willamette River on the east bank have focused on moving the freeway or limiting its river front impacts through improved connections and useable space. Through a series of studies, the city of Portland concluded that the cost of moving Interstate 5 would probably exceed the benefits.

However, the 1994 *Eastbank Esplanade Master Plan* guides an effort to improve river front access and linkages between the Rose Garden and the Oregon Museum of Science and Industry (OMSI). Schematic designs are currently being prepared for the segment from the Steel Bridge to OMSI. The first phase, between the Burnside and Steel Bridges, is scheduled for completion in 1999. Later phases are to be complete by 2002.

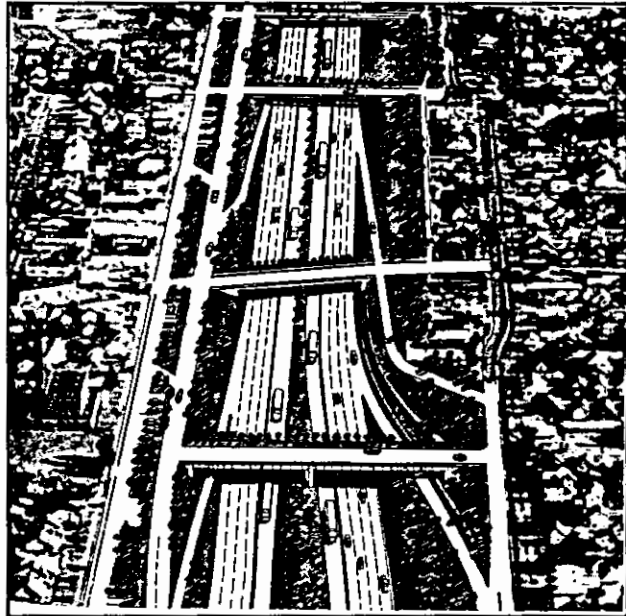
The other outstanding issue related to Interstate 5 and its alignment in southeast Portland involves freeway access. Trucks from the Central Eastside Industrial District and autos from the close-in neighborhoods must cross Willamette River bridges and travel along downtown streets when seeking to access southbound I-5. Several public efforts have been undertaken to address this issue, the most recent of which is the Portland Office of Transportation's (PDOT) *I-5 Southbound Access Study*, completed in 1996. Of three options evaluated, the Water Avenue southbound on-ramp (at Salmon Street and Water Avenue) was found to best satisfy project objectives. City Council voted not to pursue the project, though it voiced recognition of the continuing need to provide access. The project is listed neither in the *Central City Transportation Management Plan* nor in PDOT's capital improvements projects, but remains on METRO's *Regional Transportation Plan* and on the city's *Public Facilities Plan* (a list of projects spanning a twenty year horizon).

### ***Interstate 205***

Portland city officials argued strongly in the 1950s and early 60s for an Interstate 205 alignment that provided a close-in bypass of downtown Portland. The proposed alignment crossed the Willamette just north of Lake Oswego, ran north and east along Johnson Creek for a couple of miles, and then headed north in a broad area between Southeast Forty-seventh and Fifty-second Avenues. Arguments for such an alignment included the perceived need for a close-in bypass to relieve congestion from core freeways and the economic redevelopment new access would spur. But the state overruled the city, preferring today's Ninety-sixth Avenue alignment, largely due to lower land acquisition costs.

### ***The Mt. Hood Freeway***

Following completion of Interstate 5 and route selection for Interstate 205, the next freeway selected for construction was the Mt. Hood Freeway. This freeway was to run east from the Marquam Bridge to Interstate 205. As shown in the schematic drawing below, the right-of-way would have displaced development on all blocks between Division and Clinton Streets west of about Fiftieth Avenue. It would have also replaced all of Powell Boulevard east of Fiftieth Avenue. Streets adjacent to the alignment were to be made into couplets. Early transportation modeling indicated that the freeway would be nearly at capacity on opening day. While it was predicted to decrease through traffic on parallel arterial routes, it was expected to dramatically increase north-south travel to and from the freeway.



Portland residents had just recently witnessed the disruption of the South Auditorium Renewal District and of the construction of the Minnesota Freeway (Interstate 5 through North Portland). The Mt. Hood Freeway alignment was projected to remove approximately one percent of the city's housing stock, and to disrupt local commercial business districts. Properties were purchased in the early 1970s, and a planning process was initiated which aroused a furious reaction from inner southeast neighborhoods. These neighborhoods perceived that the freeway would negatively impact everyone except the suburban travelers who would use the route. To quiet some of these concerns, freeway proponents designed a transitway in the center of the proposed freeway. Opposition to the project, however, increased, and it was eventually tabled.

### **Results of Mt. Hood Freeway No-Build Decision**

The Mt. Hood Freeway controversy resulted in several outcomes visible in Portland today. The outcry over the freeway proposal and planning process galvanized and united an active citizen base which has held together over many years.

The MAX (for Metro Area Express) light rail system was financed by the pool of federal money set aside for the Mt. Hood Freeway project (the Interstate



Transfer Funds). Other projects financed from these funds have included the upgrade of the Banfield Freeway, Powell Boulevard improvements (especially east of Southeast Fifty-second), and the Hollywood transportation strategies of the early 1980s.

Other changes that were influenced by the Mt. Hood Freeway effort included transit service improvements and the creation of a bicycle network. Southeast Ankeny, Salmon, Lincoln-Harrison, Clinton Streets, and Southeast Twenty-sixth Avenue became bicycle routes through a planning process which was partially funded from the unused Interstate Transfer Funds.

## **Contemporary Transportation Issues in East Portland**

### **Personal Commute and Car Ownership Trends**

Journey to work data from the United States Census indicate that in the EPCP area, the percentage of people driving alone to work is increasing, continuing a trend begun decades ago. There are many causes for this increase, the most obvious being the diffusion of work places and the higher percentage of two-earner households. Traffic counts on roadways in the plan area also show an increase in daily vehicle counts. Census data tracking the number of vehicles available per housing unit show that more people in the plan area have access to an automobile than they did in 1970.

***EPCP Vehicles Available per Household: 1970-1990***

<b>Year</b>	<b>Zero</b>	<b>One</b>	<b>Two</b>	<b>Three + vehicles</b>
<b>1970</b>	22%	50%	24%	5%
<b>1980</b>	20%	44%	25%	12%
<b>1990</b>	17%	42%	31%	10%

As illustrated in the table, the number of households with access to fewer than two cars has been declining, while households with access to two vehicles has risen. Interestingly, access to three or more vehicles has declined slightly since 1980.

Typically the vehicles per household figure has been used as a measure of affluence. Such use of the data may, however, be misleading in the EPCP area. Transportation options in the plan area are better than in many areas of the region, and studies have shown that people are willing to substitute extra vehicles for proximity to nearby services and to transit.

## **Freight Issues**

Truck traffic, like other vehicular traffic, is increasing in the EPCP area. Effects of this traffic are felt most obviously in those neighborhoods bordering industrial districts. These include all of the neighborhoods on the western end of the plan area. Because Portland's economy is built on a diversity of industrial uses, efficient freight movement remains a public policy concern.

The *Transportation Element of the Comprehensive Plan* addresses truck issues in its Southeast District Policy 10. The policy reads, "Discourage regional and interdistrict truck traffic from using local service streets in Southeast Portland by establishing a convenient truck route that will better serve the trucking industry while protecting Southeast neighborhoods." A potential action included within this policy is the development of a truck route plan for the west Clinton Street area of the Hosford-Abernethy neighborhood.

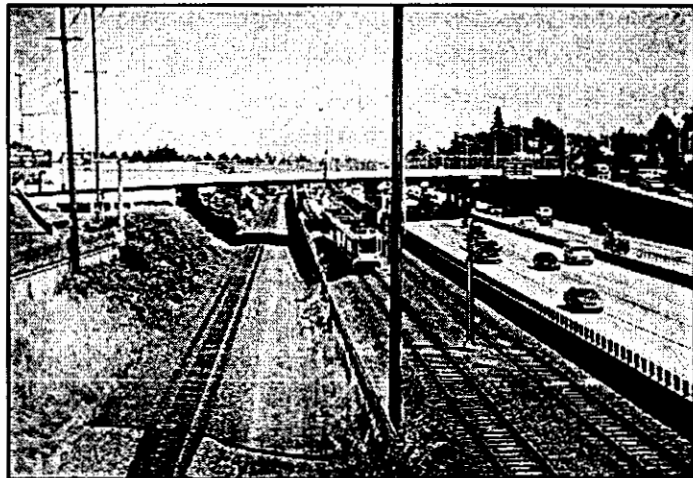
## **Light Rail and Public Transit**

### ***Public Transit Today***

As explained previously, Tri-Met, the regional transit agency, has been providing service since the early 1970s. Ridership and service have improved since the agency's inception, although growth in ridership has kept pace neither with population growth nor with growth in automobile driving. The EPCP area does, however, enjoy some of the best transit service in the region, and transit ridership in the plan area is among Tri-Met's highest.

Frequent concerns regarding service include the need for better frequency, both during peak service (when buses are often full and some closer-in riders cannot board them) and during off-peak service, where some lines provide little or no weekend and evening service. Improved coverage on cross-town routes is also raised as an issue, as no cross-town north-south options exist between Twelfth and Thirty-ninth Avenues.

The region's light rail system, MAX, enjoys widespread support and daily ridership near 30,000. Patronage at the stations in



The east side light rail line runs along the Banfield Freeway through the EPCP area.

the EPCP area, at Hollywood and Sixtieth Avenue, would benefit from new residential and commercial development near those locations. Such focused development would raise ridership levels and better utilize the public investment in the system's construction.

### *South/North Corridor Study*

In the late 1970s, as suburban-to-downtown travel increased, neighborhood efforts were undertaken to try to avoid expanding McLoughlin Boulevard to a full six-lane grade-separated freeway. Through the *McLoughlin Corridor Project*, Portland, METRO (the regional government), and the Oregon Department of Transportation devised strategies to direct regional traffic to McLoughlin Boulevard to alleviate through traffic incursion onto neighborhood streets.

One of the strategies identified as crucial to these prospects was the construction of some form of high-capacity transit. Partners throughout the region agreed that a line to Clackamas County would be the third leg of the regional rail system. Formal planning for this system began as the *Bi-State Corridor Study* in the early 1990s and included alignments approximately along I-205 and the McLoughlin Corridor. The study has been separated into several different 'tiers' according to the timeline and detail of study:

1. Pre-alternatives analysis concluded with the general selection of the McLoughlin corridor (with several different alignment options) on the basis that this alignment served the region's goals better than an I-205 alignment.
2. Tier I concluded with the selection of the McLoughlin corridor alignment, generally running through Milwaukie to Clackamas Town Center, with possible Phase II extensions to Oregon City. Two generalized Willamette River crossings, at Caruthers and at Ross Island, were carried forward from this point.
3. The design option narrowing process ended with the selection of multiple alignments for inclusion in the draft environmental impact statement process.
4. The draft environmental impact statement (process begun in spring 1996) is the south/north study's current phase. This effort is scheduled to conclude in late fall 1997. At that point, final alignment decisions (the 'locally preferred strategy') will be made.
5. The final environmental impact statement and preliminary engineering are scheduled for completion by summer of 1999.
6. Final design and construction are scheduled to begin in 1999.
7. Opening date is scheduled for the year 2004.

The first three of the listed items are complete. The fourth item, the draft environmental impact statement, is scheduled for completion and release around November 1997. A 45-day public review period will follow, with final

decisions on the locally preferred strategy being made in March 1998. Completion of the remaining items depends on the results of the draft environmental impact statement and on public decisions yet to be made.

In November 1996, Ballot Measure 32 (a measure on the state match for the light rail funding) failed narrowly in the statewide vote. (However, the measure passed in the regional vote) As a result the south-north project, its size, financing and outreach efforts were reexamined and modified. Several changes have been made in response to local desires to reduce costs and to improve the project's competitive position in relation to other projects seeking federal funding.

Upcoming south/north light rail alignment and station location decisions are critical to land use planning in the EPCP area because future stations create opportunities for new or enhanced mixed-use communities. Within the *Region 2040 Growth Concept*, Station Communities are intended to maximize the public infrastructure investment. Focusing growth in places where new residents and employees are likely to use transit will diminish per-capita congestion and pollution.

### **Plans, Projects, and Programs Impacting Transportation in East Portland**

#### *Transportation Element of Portland's Comprehensive Plan*

The *Transportation Element (TE)* of the *Comprehensive Plan* is a policy document which includes policies, street classification descriptions and maps. The purpose of the TE is to establish a framework within which transportation projects and plans are developed and implemented in Portland. The street classifications dictate what types of automobile, transit, bicycle, pedestrian, and truck use should be emphasized on each street. The current use of the street may not match these functional categories, but future land use changes and transportation projects should be consistent with them.

The TE was last updated in the Summer of 1996 and identifies several district policies that pertain to the EPCP area. These TE policies provide policy guidance and response to neighborhood issues that have been brought to PDOT's attention. The following list includes each of the district policies directly pertaining to land use planning in the EPCP area:

#### Northeast District Policies

1. Neighborhood Traffic Impacts
2. District Commercial Centers
4. Transit Service
13. Sandy Boulevard

Southeast District Policies

1. Peak Period Nonlocal Traffic Impacts
2. McLoughlin Boulevard
3. Milwaukie/17th Avenue
4. Pedestrian/Bicycle Access
5. Foster Road Improvements
7. Eastmoreland Neighborhood
8. Central Eastside Industrial District
9. Bridgeheads Revisited
10. Truck Issues
11. Southeast 39th Avenue Land Use and Access
12. Transit Service
13. Belmont/Morrison Decouple
14. Southeast Tacoma
15. Springwater Corridor

More information on the district policies and street classification descriptions is available in *Appendix I*.

*Transportation System Plan*

In order for Portland to comply with the *State Transportation Planning Rule* (adopted in 1991), the city must develop a *Transportation System Plan* (TSP). The final version of the TSP will replace the city's *Public Facilities Plan for Transportation* (1988) and amend the TE described above. The TSP is the process through which PDOT:

1. inventories its transportation facilities and their function in today's system;
2. projects the 20-year system needs;
3. creates plans for specific transportation modes; and
4. delineates financing strategies for the 20-year list of projects necessary to implement the modal plans.

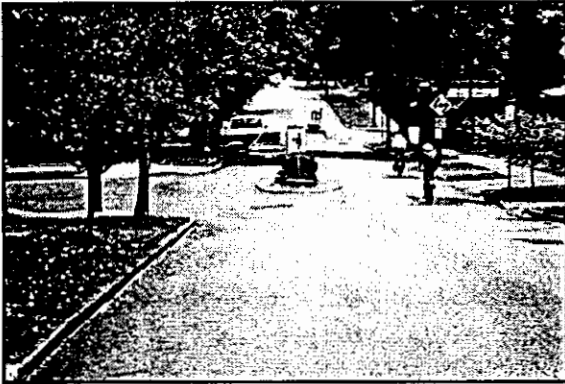
The TSP is the City's effort to make sure transportation and land use planning and improvements are undertaken in relation to one another. Adopted and ongoing community plans are consulted in the TSP process to project transportation needs and the areas where infrastructure changes or improvements should be targeted.

The TSP is related to METRO's *Regional Transportation Plan* (RTP), scheduled for adoption in December 1997. Portland's TSP, as a supporting document, will be completed within one year of RTP completion.

*Traffic Calming Program*

The *Arterial Streets Classification Policy* (ASCP), the precursor to today's TE, identified cut-through traffic on local service streets as a problem in the mid-

1970s. One approach to solving this and related problems is to physically alter the streetscape to change driver actions in an approach called 'traffic calming.' Traffic calming projects may employ speed bumps, traffic circles, curb extensions, or other physical alterations to a given right-of-way. Portland's Traffic Calming Program was formalized during the ASCP update in 1983 and its scope expanded in the 1992 update to include both Neighborhood Collector and Local Service streets.



Traffic calming at the intersection of Southeast Grant Street and Thirtieth Avenue slows traffic in the Richmond neighborhood.

Portland began traffic calming improvements to Twelfth Avenue and to Ladd, Lincoln, Harrison, and Clinton Streets in the middle 1980s. Because of public favor, traffic calming projects were initiated in other areas. Traffic calming features can now be seen widely throughout neighborhoods such as Buckman and Eastmoreland. Recently a traffic calming project was implemented along Southeast Gladstone Street and one is being planned in the Sellwood-Moreland neighborhood along Southeast Seventeenth.

The demand for traffic calming far outstrips the fiscal capacity to pay for it. PDOT maintains a project list and has created a ranking procedure for projects well into the future.

### *Traffic Enforcement*

Vehicular behavior can be influenced through engineered solutions, like traffic calming, or through greater education on and enforcement of the rules. As staffing cuts have decreased levels of traffic enforcement over the last decade, community activists and others have begun requesting other means of enforcing the rules on the books; particularly rules governing traffic speed, respect for pedestrian crossings and stop signs, and general courtesy. Traffic enforcement is one of the most common concerns among residents in Portland.

Portland has responded to these concerns with the following approaches to address vehicular speeding and traffic enforcement:

- Photo radar was first authorized by the Oregon Legislative Assembly in 1995 and re-authorized by this year's legislature. It is a new tool to enforce speed limits. The use of photo radar was initially limited to residential streets, but was expanded in 1997 to include commercial centers as well. A police officer in a stationary vehicle equipped with a speed radar

instrument, a camera, and a digital speed display records vehicle speeds. Vehicles exceeding posted speed limits are photographed and ticketed by mail.

- The Speed Watch program trains citizens in the use of radar equipment to identify speeding vehicles in their neighborhood. The owners of identified speeding vehicles receive a letter appealing to them to slow down on neighborhood streets. The Bureau of Traffic Management installs the "Slow Down" banner following completion of the project.
- The "Slow Down" banner program places a banner on streets known to have speeding vehicles. The Bureau of Traffic Management coordinates banner placement in response to traffic complaints and asks that community groups requesting the banner pay a \$100 fee to cover a portion of the cost.
- Police enforcement in specific areas is enhanced through resident and business contact with the Police Bureau. An officer will respond with at least three visits to the trouble spot to assess the magnitude of the problem and the possible solutions.
- An educational program regarding travel behavior has been established to reach Portland residents interested in transportation issues. The nine-week course, "Portland Traffic and Transportation," is offered over a period of nine weeks at Portland State University. Scholarships are available to Portland residents.
- Another educational program is available to Portland school children in grades K-5. Staff from the Portland Police Bureau's Traffic Division, the Bureau of Traffic Management, and Emanuel Hospital's "Trauma Nurses Talk Tough" program discuss bicycle and pedestrian safety.

#### *Pedestrian Transportation Program*

PDOT's Pedestrian Transportation Program was established in the summer of 1992 and focuses on prioritized improvements to the city's pedestrian system. The prioritization process identifies specific deficiencies in sidewalks and crossings, and prioritizes them according to use, cost, and public support. This process is ongoing.

The City Council adopted the *Pedestrian Master Plan* by resolution in 1996, consisting of the following six components:

1. Policies and Objectives
2. Pedestrian Network
3. Pedestrian Design Guidelines
4. Assessment of Pedestrian Network Deficiencies
5. Project Identification and Selection
6. Implementation Strategy

This plan is currently being refined, and future projects that could be included in the master plan for the EPCP area include:

- pedestrian enhancements along various Main Streets and Corridors, including: Milwaukie, Woodstock, Burnside, Division, Hawthorne, Belmont, Harney, McLoughlin, and Holgate; and
- enhancements to pedestrian crossings at various intersections along Seventeenth, Thirty-ninth, Holgate, McLoughlin, Stark, Burnside, Milwaukie, and Powell.

#### Hawthorne Pedestrian Project

The Pedestrian Transportation Program initiated an area specific pedestrian study along Southeast Hawthorne Boulevard to address concerns about access along the bustling boulevard. Denizens of Hawthorne have many conflicting visions of how the limited space should be allocated between pedestrians, bicycles, buses, cars, and amenities. The effort has identified several alternatives for addressing these concerns. The Hawthorne Boulevard Transportation Plan was presented to City Council at the end of July 1997 and was unanimously adopted. The plan's full implementation is dependent on future funding.

#### Woodstock Boulevard Pedestrian Project

The Pedestrian Transportation Program has recently started a project similar to the Hawthorne project along Woodstock Boulevard from Thirty-ninth to Fifty-second Avenues. The project will ultimately identify and construct improvements to increase safety and access for pedestrians along this stretch of Woodstock.

#### ***Bicycle Program***

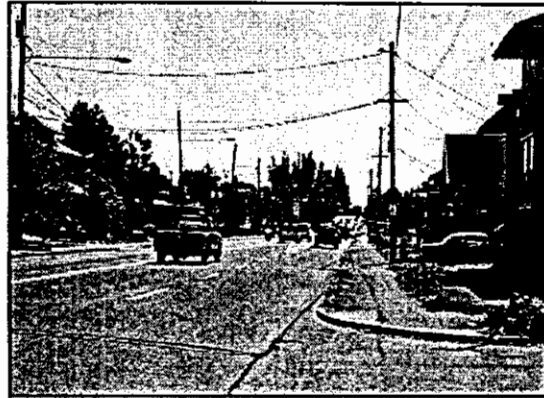
The Office of Transportation's Bicycle Program, established in 1978, is currently guided by the *Bicycle Master Plan*, adopted by City Council resolution in May 1996. The plan and its associated projects seek to increase the mode share for bicycling by specific percentages in five, ten, and 20 year time intervals. In the plan area, the bicycle lane and boulevard network is scheduled to be expanded through the *SE Portland Bikeways Plan* in the coming years. Such streets as Northeast Glisan and Irving, Southeast Ankeny, Bybee, and Woodstock, Southeast and Northeast Sixteenth, and Southeast Twenty-sixth, Twenty-eight, Forty-first, and Forty-fifth have been or will be treated to varying degrees to increase their attractiveness for bicyclists.



## Miscellaneous Area Specific Problems and Possible Changes

### *Thirty-ninth Avenue*

The inner east side of Portland lacks a true north-south arterial between the Martin Luther King-Grand Avenue couplet and Eighty-second Avenue. This places enormous pressure on the constrained Thirty-ninth Avenue corridor. Though the Thirty-ninth Avenue right-of-way is the widest of any between the two thoroughfares, it is too narrow to perform any of its multimodal duties well. The sidewalks and travel lanes are narrow; there is no left turn lane along most of its length; there is no space for a bicycle facility, bus pull-outs, or on-street parking. The road is heavily traveled between the Hollywood District and Holgate Boulevard. The cost of right-of-way acquisition is prohibitive, and the general constraints on Thirty-ninth Avenue are unlikely to change. For this reason, efforts on Thirty-ninth Avenue are likely to remain focused on efficient management of the existing facility.



The main north-south route through the EPCP area, Thirty-ninth Avenue is constrained by narrow lanes and sidewalks.



Street diversions to address congestion in the Hollywood area leave some visitors confused.

### *Hollywood*

The transportation system in Hollywood is the result of actions planned and implemented between 1978 and 1983. These efforts addressed traffic congestion and flow, traffic accidents, and through traffic on neighborhood streets. Given the list of objectives, today's system is a success. Such a finding may surprise people who are familiar with the area. Commonly held

transportation goals have changed in the decades since Hollywood's traffic pattern was planned and implemented, and higher priority is now placed on the pedestrian amenities that help a business center thrive.

Resident and business groups working in Hollywood today have expressed a desire to see enhanced pedestrian connections between the Hollywood MAX transit station and the business district several blocks to the north, and changes in the vehicular traffic flow through the district that would enable a more intuitive routing pattern. Bus circulation through the business core and connections to the transit center are also concerns.



Increasing traffic on the Sellwood Bridge impacts the Sellwood neighborhood along Tacoma Street.

### ***Sellwood Bridge and Tacoma Street***

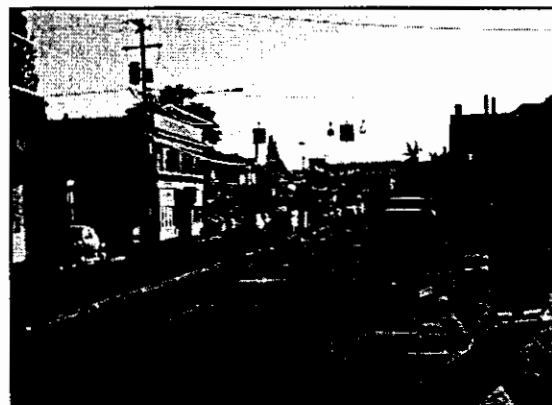
Residents and business owners in the Sellwood-Moreland neighborhood are concerned with the increasing volume of regional traffic crossing the Sellwood Bridge via Tacoma Street. The impact of this traffic has increased as regional housing growth has spread deeper into northern Clackamas County, while strong job growth has occurred in Washington County. For many commuters today, the Sellwood Bridge is the most direct route between these areas.

Meanwhile, the Sellwood Bridge is nearing the end of its useful life and will need replacement by the year 2020 for structural reasons. Many of the bridge's components were salvaged from other bridges, and the specifications to which it was built are now exceeded by its heavy use. It has been classified as 'functionally obsolete,' and heavy trucks are prohibited across its span.

Several options for a new crossing are being studied under the auspices of METRO's regional *South Willamette River Crossing Study*, including new crossing locations south of the Sellwood Bridge, replacement spans near today's bridge, and improvements to the Ross Island Bridge. Combinations of these options are also a possible outcome. Funding for any of these options has not yet been identified. A new, higher-capacity bridge at today's location would likely draw more traffic onto Tacoma Street and through the neighborhood, causing impacts greater than those felt today.

### ***Decoupling Belmont and Morrison Streets***

The one-way segments of Belmont and Morrison Streets between Twelfth and Twenty-fifth Avenues have been on the Buckman neighborhood's agenda for many years. Neighborhood activists argue that the couplet serves no function outside facilitating speeding traffic through the neighborhood. The project is listed on PDOT's capital improvement projects list, though it is not situated near the top of the list. It is also identified in the Southeast District Policy section of the TE.



West-bound traffic is diverted off Southeast Belmont Street at Southeast Twenty-fifth Avenue.

***Ownership of Sandy, Powell, and McLoughlin Boulevards***

The Oregon Department of Transportation has expressed interest in parting with roadways in Portland that have been made redundant by the freeway system. One such example is Sandy Boulevard, which was the primary route of travel to the Columbia Gorge before the Banfield Freeway was completed. Sandy Boulevard now provides redundant service through northeast Portland. City control of the facility may happen as negotiations concerning facility maintenance occur in coming years.

Powell and McLoughlin Boulevards are less likely to revert to the local jurisdiction as neither has a parallel freeway facility.

## E. Infrastructure

### Introduction

#### Included in this Section

The section provides information about the infrastructure of the *East Portland Community Plan* (EPCP) area including transportation; police, fire, and emergency services; public schools; libraries; and public and private utilities including water, sewer, and electricity.

#### For More Information

Related information may be found in other sections of this document. For more detailed information on...

...transportation policies, projects, and programs, refer to section *D. Transportation*.

...street classifications, refer to *Appendix I*.

...crime and fire statistics, as well as additional programs administered by the Bureau of Police and Bureau of Fire, Rescue, and Emergency Services, refer to section *I. Crime and Public Safety*.

...parks, refer to section *F. Parks and Open Spaces*.

...school attendance trends, refer to section *B. People* and *Appendix A*.

...Johnson Creek and other area natural features, refer to section *G. Natural and Scenic Resources*.

### Transportation

#### Introduction

This subsection describes the EPCP area's existing capital network of streets, bikeways, and sidewalks, as well as facilities for parking, transit, and freight traffic. The subsection also outlines some planned infrastructure improvements and describes the capital improvement program under Portland's Office of Transportation (PDOT). Section *D. Transportation* contains a great deal of complementary and corollary information to that contained in this subsection.

## Public Rights-of-Way

### *East Portland Community Plan Area*

Rights-of-way are dedicated for the movement of people and goods. The mode of conveyance is not specified as part of right-of-way dedication. PDOT seeks to balance the needs of pedestrians, bicycles, trucks, buses, and automobiles within public rights-of-way.

The EPCP area includes several hundred miles of publicly-owned rights-of-way, which occupy just under 35 percent of the land area within plan boundaries. Each of these was platted and dedicated as development spread from the original settlements along the east side of the Willamette River. Before the advent of the automobile, construction was allowed only if the builder provided a concrete sidewalk and curb and graded the street fronting the site to city requirements. Early on, these requirements were only for movement of horses, wagons, and people, and therefore, pavement was a rarity.

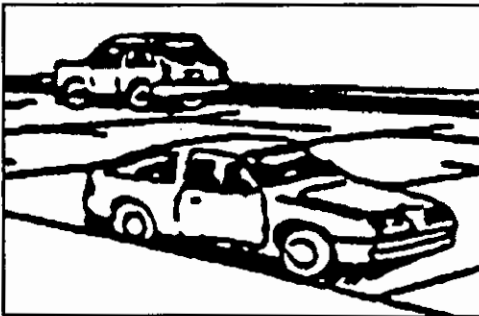
### *Classifications*

The city's street classifications and policies are in the *Transportation Element of the Comprehensive Plan (TE)*. PDOT classifies each public right-of-way according to its desired modal functions and has identified appropriate land uses adjacent to these facilities. The TE includes traffic, transit, bicycle, pedestrian, and truck designations (see *Appendix I*).

## Automobile Issues

### *Present Conditions*

Traffic management, volumes, and enforcement are some of the most commonly raised concerns in the plan area. The perception and concern regarding the impacts of increasing traffic are verified by the numbers. While the region's population grew by approximately 15 percent between 1980 and 1995, METRO (the regional government for the area), estimates that the number of miles traveled in automobiles has risen by 74 percent during the same time period. As development moves further out, more suburb-to-suburb travel is occurring, and the number of trips through inner neighborhoods is also rising.



### ***History of Improvements***

As mentioned, streets were originally required only to be graded, and the movement needs of horse and wagon were satisfied (for most of the year) in this manner. As the automobile came to prominence early in this century, the need for street paving became apparent. Streets were paved through the formation of local improvement districts, except on arterial streets where the benefit to pavement was spread to such a degree that city tax revenues were used for this purpose. In Portland, this same system of street improvement finance continues to this day; local street improvement is paid for by adjacent property owners.

### ***Capital Improvement Program***

Every other year, PDOT prioritizes the needs for citywide right-of-way improvements through its capital improvement program (CIP). The CIP currently contains 291 projects. Those projects in the two-year timeline are prioritized according to a number of criteria to assure conformance with city goals and make funding level decisions. Other projects in the three to five-year timeline are not prioritized.

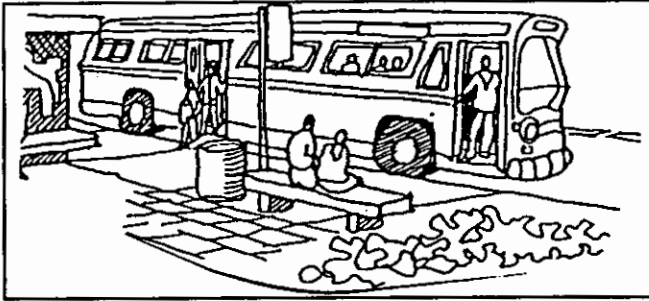
Far more projects are contained on this list than can be funded over such a time span. For that reason, many projects roll over from one CIP to the next, typically moving up the list as higher-priority projects are funded and completed. Projects may also drop off the list as it becomes clear they will not be prioritized high enough to receive funding.

Oregon's Department of Transportation (ODOT) operates several facilities in the plan area, including the Banfield Freeway (Interstate 84), Sandy Boulevard (US 30-Business), Powell Boulevard (US 26) including the Ross Island Bridge, and McLoughlin Boulevard (US 99E). Improvements to these facilities are made through a state ranking process. METRO lists regionally-significant transportation projects in its *Regional Transportation Plan (RTP)* and prioritizes spending in the *METRO Transportation Improvement Plan (MTIP)*. Further, Multnomah County owns and operates most of the nonfreeway bridges across the Willamette, including the Sellwood Bridge, which is in the plan area.

## **Transit Issues**

### ***Routes***

The Tri-Metropolitan Transit District (Tri-Met) is the regional transit provider, and has been since the agency's inception in 1970. The EPCP area enjoys relatively good transit service, and provides Tri-Met with some of its highest-ridership lines. Typically, the plan area is well served by radial lines (radiating to and from downtown) while cross-town (north-south) service is less readily available.



The EPCP area also includes a portion of the region's only light-rail line, the Metropolitan Area Express (MAX). Two stations are in the plan area: the Hollywood Transit Station and the Sixtieth Avenue Station. The Lloyd Center station at Twelfth

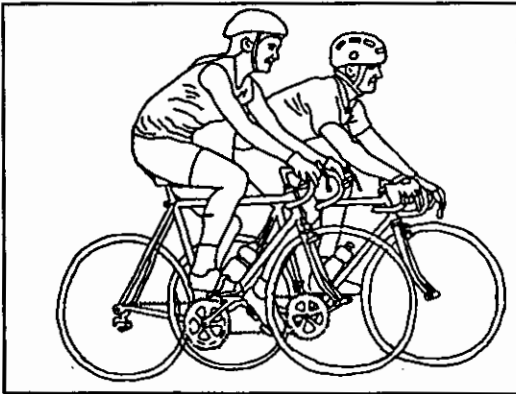
and Holladay is also easily accessible from the northwest portion of the plan area. Alignment options for the proposed south/north line include choices that would pass near or through the Hosford-Abernethy, Brooklyn, Sellwood-Moreland, and Eastmoreland neighborhoods. Decisions about the line will be made at the end of 1997 following the completion of a draft environmental impact statement.

### *Frequency*

Transit service is most frequent on the well-traveled lines. In the EPCP area, the MAX light rail, the 14-Hawthorne-Foster, 4-Division, 15-Mt. Tabor, and 75-Thirty-ninth Avenue lines enjoy the best overall service. Tri-Met's long-range planning identifies several of these lines as *Fastlink* opportunities, where ten-minute service and improved travel times will be implemented through a number of strategies.

### **Bicycle Issues**

Planning specifically for bicycles was initiated in the early 1970s as an outgrowth of the proposed Mt. Hood Freeway. Early bikeway projects included bike lanes on Twenty-sixth Avenue between Clinton and Gladstone Streets, and the treatment of Ankeny, Salmon, Lincoln-Harrison, Clinton, and Gladstone Streets as 'bicycle boulevards.' The differences between these facilities are described below.



PDOT's bicycle program is currently engaged in the *Southeast Bikeways Project*, with specific projects linking the portions of the network that are

already complete. Projects were identified through the *Portland Bicycle Master Plan* public process, a two-year effort which culminated in the plan's adoption in spring 1996. (For a description of the bicycle program and the *Bicycle Master Plan*, refer to section D. *Transportation*.)

### ***Lanes***

Bicycle lanes are prescribed by national safety standards to require a five-foot width and to be applied on streets identified as needing bicycle facilities which average more than 5,000 vehicles daily. Typically these facilities are implemented through standard street repaving projects, through vehicular travel lane narrowing or removal of parking on one side of the roadway. For example, Southeast Forty-fifth and Forty-first Avenues recently had their travel lanes narrowed for bicycle lanes; Southeast Seventh Avenue recently was redesigned from a four-lane street to a two-lane with left-turn lane; Southeast Twenty-sixth, when it was redesigned in the 1970s, had parking removed on one side of the roadway. Newer bicycle lane improvements are now complete on Northeast Glisan Street, Southeast Twenty-eighth, Forty-first and Forty-fifth Avenues, Southeast Bybee Boulevard and Southeast Gladstone Street.

### ***Boulevards***

Bicycle boulevards are implemented on local service streets that travel for long distances and have low volumes of traffic. The concept is to encourage bicycle through traffic by routing stop signs to the cross streets, while discouraging the use of the street by automobiles. The *Southeast Bikeways Project* envisions several new bicycle boulevards running north-south, including Southeast Sixteenth and Southeast Twenty-sixth-Twenty-eighth. These streets would have similar characteristics to today's bicycle boulevards on Southeast Ankeny, Salmon, Lincoln, Harrison, and Clinton Streets.

### ***Paths***

A bicycle path is a route wholly separated from automotive rights-of-way. Usually such paths are designated for mixed use with pedestrians and in-line skaters. A small portion of the Springwater Corridor, which runs east to Gresham, is at the southern end of the EPCP area, in the Ardenwald and Eastmoreland neighborhoods. METRO is exploring options to extend the Springwater Trail across McLoughlin for connection to the planned greenway trail along the east bank of the Willamette River in the Sellwood-Moreland and Brooklyn neighborhoods. METRO has also considered a Sullivan's Gulch trail adjacent to the Banfield freeway and MAX, but is no longer actively pursuing the concept at this time.

### ***Secure Parking***

Bicycle storage facilities come in many shapes and sizes. Typically they are considered short-term or long-term facilities. Short-term parking facilities are designed for the shopper's convenience, and are required to be situated no more than 50 feet from the main entrance to most commercial uses. Long-term bicycle parking facilities are more designed for employees and residents, and must be covered either within a locker or within the building.



The provision of secure bicycle parking plays a key role in the bicycle's attractiveness as a transportation option. Upon request, PDOT will install 'staple racks' on sidewalks within street rights-of-way. Minimum pedestrian clearance standards must be met across the remainder of the sidewalk's width.

## **Pedestrian Issues**

### ***Pedestrian Master Plan and Workshops Identified Improvements***



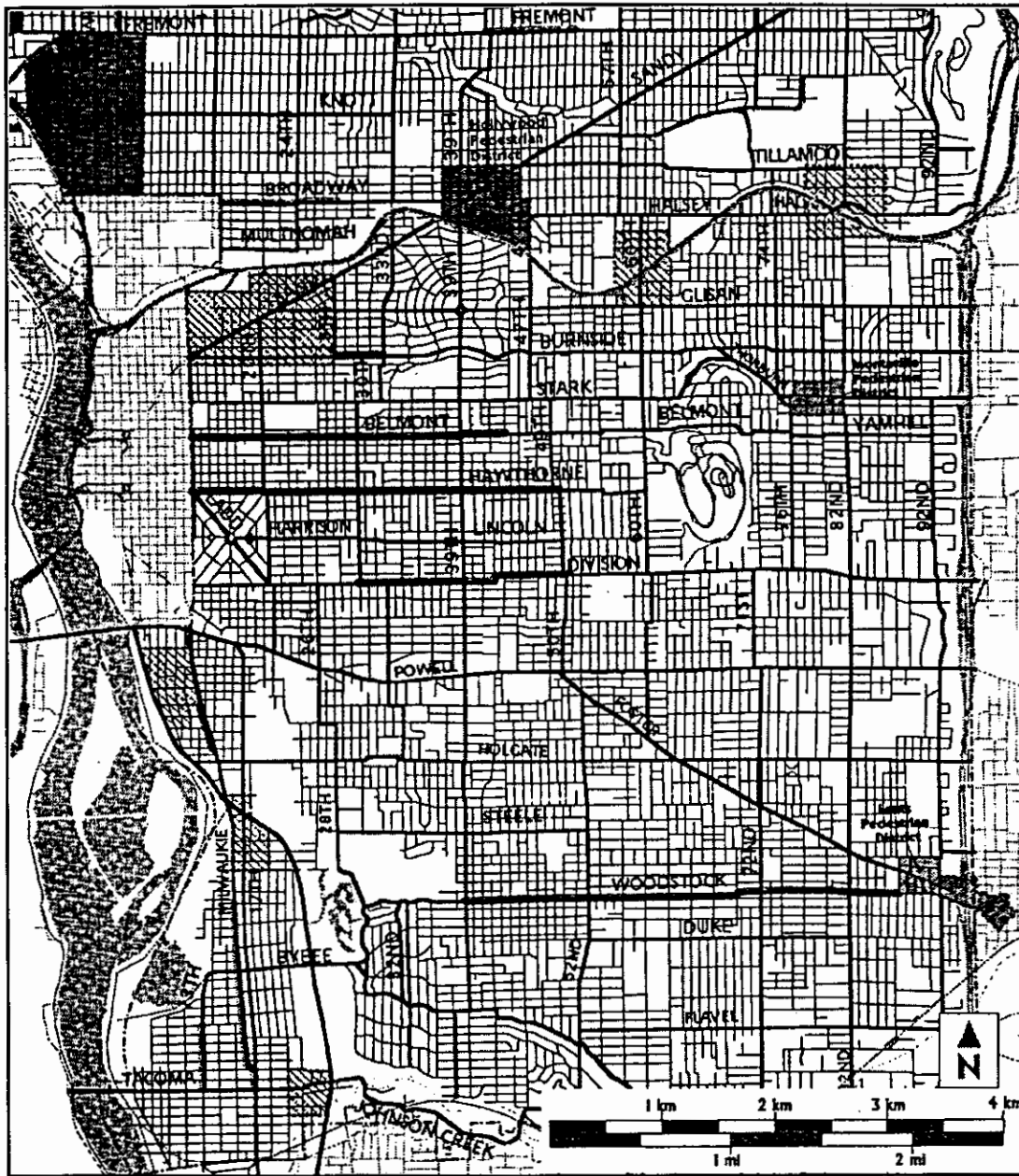
PDOT's Pedestrian Program held public workshops in winter 1997 to gauge the support for a list of projects proposed to be included in the *Pedestrian Master Plan*, which guides capital improvement decisions relating to pedestrians. (For a description of the Pedestrian Program and the *Pedestrian Master Plan*, refer to *D. Transportation*.) A weighting process was developed to focus pedestrian investments where they are most needed and where they are most likely to be used. The map below shows the locations of proposed projects within the plan area.

### ***Local Sidewalks***

On local service streets, the provision and maintenance of sidewalks has historically been the responsibility of the landowners whose property abuts them. As mentioned earlier, before the automobile became the dominant form of personal transportation, the curb and sidewalk were the primary provision required as part of developing a parcel of land. But as the twentieth century progressed, the provision of sidewalks became a lesser concern and road paving became the primary focus.









The city's challenge is to implement a sidewalk system in those areas that were developed without them. If historically, the landowner was required to provide the curb and sidewalk, should landowners abutting streets without sidewalks be required to construct them? Legally, they should. But the issue takes on political ramifications when one considers the thousands of landowners this requirement would apply to, including owners of undeveloped properties.

Most of the EPCP area has sidewalks. But portions of the plan area, especially those in the northeast and southeast corners (Center, Rose City Park, and Woodstock neighborhoods) do face significant pedestrian infrastructure deficits.



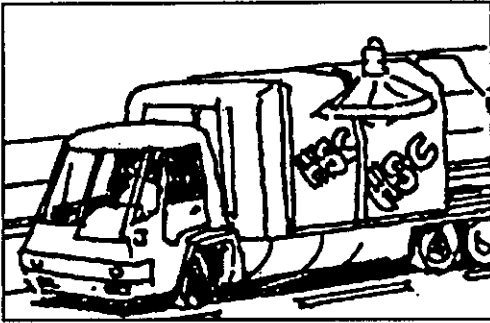
# DRAFT PEDESTRIAN MASTER PLAN

## LEGEND

- |   |   |   |                                  |
|---|---|---|----------------------------------|
|  | Pedestrian District   |  | EPCP Area Boundary               |
|  | Candidate Pedestrian District –<br>(considered if zoning and/or transit service<br>are upgraded to meet criteria) |  | Local Service Walkway            |
|  | City Walkway  |  | Off-Street Path                  |
|  | Main Street Design Treatment<br>(Overlay on City Walkway)   |  | Transportation District Boundary |

### ***Arterial Sidewalks***

Streets classified higher than Local Service Streets gain broader funding opportunities because a broader segment of the population uses them. In the plan area, very few of these streets lack sidewalks. A recent sidewalk project along Milwaukie Avenue in northern Sellwood-Moreland eliminated one of the few gaps. Johnson Creek Boulevard is currently being upgraded with sidewalks.



### **Truck and Freight Issues**

Truck and freight issues are concerns, especially in the western portion of the plan area. Neighborhoods abutting the Central Eastside Industrial District (CEID) and the Brooklyn Yards railway facility experience significant truck traffic. Several of these neighborhoods have identified truck traffic mitigation as a

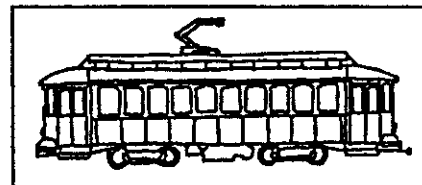
priority. At the same time, the movement of freight is critical to the area's economy, a significant portion of which is built on the distribution of goods. In the CEID, one of the main arguments supporters make for the Water Avenue on-ramp southbound to Interstate 5 (This issue is discussed in section *D. Transportation.*) is that it will alleviate truck traffic on surface streets.

The TE designates certain streets for truck traffic in a similar hierarchy to traffic and transit designations. Two Truck Districts are also identified: the Central Eastside Industrial District and the Greater Brooklyn industrial area.

### **Railroads**

#### ***Historic Streetcar***

As mentioned in section *A. History and Urban Design*, much of the development pattern in the EPCP area is a result of the streetcar network of the turn of the century. Commerce concentrated at nodes along the lines and residences were concentrated on those lands between lines. Commerce and residences were also mixed in long stretches along the streetcar lines. Such a pattern resulted in the concentrated activity corridors seen in the plan area today.



#### ***Passenger and Freight Service***

The mainline tracks southbound out of Portland run through the southwestern portion of the plan area. No passenger stations are in the plan area. The Southern Pacific mainline carries around 22 freight trains daily and

also carries north-south Amtrak service. Up to 40 freight trains daily are projected for the year 2015. The rail facility presents a significant visual, aural, traffic, and psychological barrier in the neighborhoods it divides. The envisioned increase in traffic will impact at grade level crossings in the plan area, most notably the Southeast Eleventh and Twelfth Avenue crossings at Clinton Street. Noise and hazardous materials issues are likely to be exacerbated by the increase in freight traffic.

Mainline tracks leading east out of Portland travel through Sullivan's Gulch adjacent to the Banfield Freeway and Eastside MAX. No level crossings are present, and the impacts associated with the alignment are largely confined to the noise and dust associated with heavy freight movement.

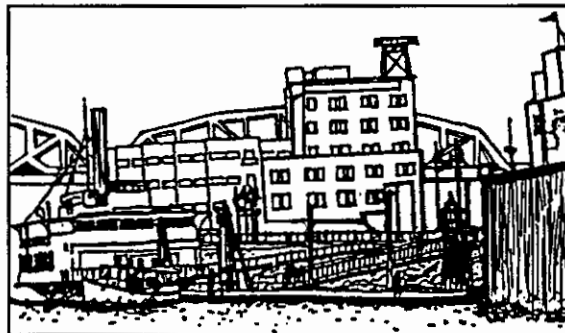
### *Freight Yards*

The Brooklyn Yards rail facility is a major container goods transfer point. The Southern Pacific Railroad has recently completed a major investment at this facility in an effort to expand capacity and increase operating efficiencies. They also recently merged with Union Pacific and the future use of the Brooklyn Yards is somewhat unclear. While some area residents believe the freight yards may eventually relocate elsewhere, opening a significant redevelopment opportunity, Portland is committed to maintaining the industrial and distribution base upon which the area's economy is built. Relocation of the Brooklyn yard facilities would not enhance the opportunities to meet this commitment.

### **Boat and Ship Traffic**

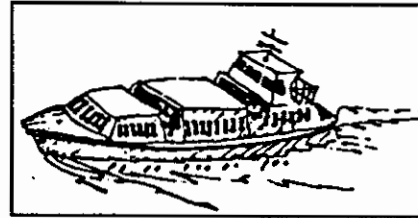
#### *Port History*

Shipping traffic influenced the development of the EPCP area. Residential and commercial traffic was concentrated at ferry landings, raising land values at these locations. Later, as bridges replaced ferries, the value gained by river locations were diminished. Today, little shipping traffic is conducted within the EPCP boundary.



### ***Potential for Water Taxi***

A river access taxi has been evaluated as part of the solution to regional accessibility. As part of the *South/North Transit Corridor Study*, the concept was found to have too little ridership potential and somewhat unreliable service characteristics. Because development has moved away from the riverbanks in the last 100 years, a successful river taxi would have to capture riders from large areas inland.



### **Conclusion**

The provision of transportation infrastructure involves tradeoffs. Peak-hour users of congested streets may wish for more street capacity, but the provision of this capacity is extremely expensive, especially when properties must be purchased to provide it. Wider vehicular trafficways also discourage the use of alternative means of travel, as they create wider and faster vehicular traffic facilities.

PDOT is committed to enhancing the efficiency of today's system of roadways. Infrastructure investments for traffic movement are likely to concentrate on localized improvements that enhance the overall function of the facility. Large-scale construction solutions are less likely. Increased emphasis is likely to be placed on balancing opportunities for all modes of travel.

Population growth in the region is likely to exacerbate traffic congestion. At the same time, more dense development along arterial streets and other commercial areas will increase the critical mass of pedestrians and users of alternative modes to the point at which service for these modes will become more efficient and therefore more attractive.

### **Schools**

Portland Public School District # 1 is the primary public educational entity for the EPCP area. About 10,950 students attend Portland Public Schools within the plan area. 1990 census statistics indicate that approximately 86 percent of the EPCP's school age population attended public schools, and about 14 percent, or almost 1,800 students, attended private schools. A slightly higher percentage of EPCP area students attend private schools than the city as a whole, where about 88 percent of students attend public schools.

Public school students in the EPCP area go to one of six high schools: Benson, Cleveland, Franklin, Grant, Madison or Marshall. The latter four schools are located outside the EPCP boundary. All of these high schools except Benson are fed by particular middle and elementary schools. Benson functions as a

'magnet' school for technical subjects and draws students from all over the district.

School bus transportation is provided to elementary school students living a mile or more from their school and to middle schoolers living more than one and a half miles from school. No bus transportation is provided to high schoolers in the Portland Public School district. (For a review of some private schools and colleges see the *Institutions* subsection of section C, *Land Use*.)

## Water

### Introduction

Drinking water within the EPCP area is provided by the Portland Water Bureau. The water infrastructure in the EPCP area is a fully built out portion of Portland's system. Many parts of the system within the EPCP area are over 100 years in age and require regular maintenance, repair, and in some instances, replacement. Issues specific to the EPCP area are discussed at the end of this subsection.

### Sources

Early in the development of the communities along the east side of the Willamette River, water was drawn from wells and springs. Water flows were not dependable, however, and water quality became a problem with upstream development. At the behest of the city's voters, the Portland Water Bureau began developing the Bull Run water system in late 1800s. Bull Run had the advantage of a natural lake for water storage, enough elevation to allow a gravity feed to the Portland area, and water of excellent purity. Over the years, the Portland Water Bureau has expanded the capacity in the Bull Run reserve by constructing two reservoirs downstream from Bull Run Lake. Bull Run has also become the water source for several surrounding local service providers through long-term agreements with Portland.

During the mid-1980s the city invested in the development of a secondary source of water, namely groundwater from wells located in the Columbia South Shore area. This groundwater provides an effective back-up source for peak season demands. Well water is usually blended with Bull Run water before it is distributed to customers. Blending minimizes variability in water quality. The use of the well field is, however, subject to Department of Environmental Quality (DEQ) restrictions. DEQ is requiring clean up industrially contaminated groundwater in the vicinity of the wells. Nevertheless,



the quality of the groundwater from city wells does meet, and is expected to continue meeting, all drinking water standards as the cleanup process proceeds.

As the region's population grows, pressure on the limited resources of the Bull Run watershed will increase. Water conservation programs can mitigate this effect to some degree. For example, the region's water consumption dropped by approximately 15 percent during the drought summer of 1992, and has since held at that level on a per capita basis.

Portland has worked cooperatively over the past five years with 26 other water providers and METRO to develop a long range *Regional Water Supply Plan* (RWSP) for the Portland metropolitan area. The RWSP, endorsed late in 1996, identifies a resource strategy to meet the region's future water demand to the year 2050. The strategy includes the following two elements as key near-term resources to delay the need for major new water supply projects:

- water conservation, including education such as landscape workshops, industrial conservation, and a focus on peak uses such as summer watering; and
- enhancement of existing resources such as groundwater cleanup near the Columbia South Shore well field and reservoir expansions

Beyond the year 2020, additional supplies are anticipated to come from aquifer storage and recovery, further development of the Clackamas River, and possible development of new supplies from the Willamette River, Columbia River, or additional storage in the Bull Run watershed. The plan also calls for protection of the Little Sandy watershed as a potential future source. The Portland City Council has identified Bull Run as its long-term 'sole source' of water, with the exception of the Columbia South Shore well field and other sources as identified in the city's seasonal water supply contingency plans.

### **Storage**

Water accumulates in the Bull Run watershed during the rainy season, much of it in the form of winter snow pack and spring rains. The snows usually melt by the middle of June, and the storage facilities in Bull Run usually begin draw-down during the early weeks of July. Water bound for the EPCP area flows by gravity from the intakes at Bull Run to Powell Butte Reservoir in outer southeast Portland. From here the water flows by gravity to the open reservoirs on the slopes of Mt. Tabor. Only the higher elevations adjacent to Mt. Tabor require pumping for water delivery. The rest of the plan area is fed from the reservoirs by gravity. Some of the lower elevations of the plan area actually require pressure regulating valves to reduce potentially damaging water pressures to acceptable levels.

## **Distribution**

Water mains are located under almost every right-of-way in the EPCP area. Many of these mains have been in place since original street construction, and still function very well. Some of the older water mains are smaller in diameter and are systematically being upgraded to six or eight-inch mains. The Portland Water Bureau monitors the system for leaks and other deterioration. The yearly budget for installing new mains to serve additional customers in the city and for replacing worn mains exceeds five million dollars and allows approximately 12 of the system's 1,900 miles to be upgraded every year.

The Portland Water Bureau and Fire Bureau coordinate closely regarding minimum water flows and specific events such as large fires. Water mains are designed to simultaneously meet peak flow requirements (usually the several hottest days of the summer) and fire flow requirements. The Fire Bureau sets minimum service standards for water flow rates depending on the density and nature of development. These requirements are lowest for single dwelling uses (approximately 1,500 gallons per minute) and highest for industrial uses (approximately 5,000 gallons per minute). Exact flow requirements are determined by several factors such as type of construction, type of occupancy, and proximity to other buildings.

## **Quality Standards**

Bull Run water quality has retained a generally high standard throughout the system's life. Bull Run water quality is diminished only by lake draw-downs during particularly dry seasons. During draw-downs waves erode silt from lower shorelines, and this erosion increases turbidity. Turbidity also increases during the early fall rains, when runoff carries silt down shorelines and into the water supply. The Water Bureau has addressed this issue by limiting reservoir draw-down.

Water quality changes somewhat when the Water Bureau draws from its groundwater supplies, usually during late summer and early fall, and also during emergency situations. (In each of the last two years, landslides have disrupted Bull Run supply across the Sandy River.) Groundwater from the Columbia South Shore well field is harder and contains some naturally occurring minerals not present in Bull Run surface water. However, the groundwater, like Bull Run, meets or surpasses all drinking water standards.

## **Capital Improvements**

The Water Bureau foresees no obstacles to increased development due to water infrastructure in the EPCP area. However, water supplies from Bull Run, especially in drought years, have been tested by today's population.



Regional cooperation is essential to ensure that future demands can be met in an efficient and timely manner.

The Water Bureau's ten-year capital improvement program (CIP), released in February 1997, identifies several significant maintenance and expansion projects through the year 2007. The projects most specific to the EPCP area follow:

- the Mains Program maintains, renews and extends the approximately 1,900 miles of distribution piping system at the rate of 12-18 miles yearly. Annual funding for this project remains fairly constant at just over five million dollars.
- Powell Butte Reservoir 2 consists of designing and constructing the second of several possible storage facilities near the top of Powell Butte. This project is important to people in the plan area because the project is justified by the need to upgrade or replace the open reservoirs at Mt. Tabor. The project is currently on hold pending the completion of the *Open Reservoir Study* and the *Infrastructure Master Plan*.
- transportation related construction may occur in the plan area as water system adjustments are made in preparation for south-north light rail.
- conduit improvements focus on reliability, flexibility, and capacity of the three existing conduits connecting the Bull Run Reserve with the Portland supply system. Further, a separate System Vulnerability Reduction Program is implementing a number of improvements to better withstand earthquakes and natural disasters.

The CIP also funds studies to define future capital construction needs of the water system. Each of the following studies is relevant to the plan area, as they will help determine how the overall system continues to meet service needs:

- The *Infrastructure Master Plan* is the first phase of developing a 20-year *Public Facility Plan*, and the results of the study are likely to influence the Water Bureau's future CIP plans.
- The *Open Reservoir Study* assesses the current condition of the city's five large open reservoirs, three of which are in Mt. Tabor Park. These facilities are all near 100 years old and are faced with required seismic upgrades and possible future state and federal regulations directed at open distribution reservoirs.
- The Conduit 5 predesign effort looks to review the feasibility of a previously selected route for a new pipe between Bull Run Reserve and the city. The new conduit would replace aging conduits or increase the Bull Run system transmission capacity.
- The *System Vulnerability Study* evaluates which Water Bureau structures are critical to the system's operation during an earthquake or

other natural disasters and makes provisions for any upgrades necessary to ensure their continued operation during such an event.

## **Conclusion**

The Bull Run Reserve is Portland's primary source of drinking water for the foreseeable future. The system is over 100 years old and requires ongoing maintenance, upgrade, and replacement of facilities. But the system's dense network of mains and generally excellent water quality are strong assets. Portland's well field at Columbia South Shore is an integral part of the city's overall water system, and is becoming increasingly important as a secondary source to manage emergencies and to meet seasonal peak demands.

Water service provision in the EPCP area is generally through a mature distribution system. Few new facilities are required; rather, ongoing maintenance, repair and replacement are the more common needs within the plan area. Distribution to areas west of the Willamette River is accomplished through the plan area. System improvements for these areas may require construction within the EPCP area.

The Water Bureau is committed to providing the infrastructure necessary to maintain and increase the quality of life in the city's east side neighborhoods. The most significant public expenditures required to allow this are the possible repairs or replacement of the three open distribution reservoirs on the slopes of Mt. Tabor.

## **Wastewater and Stormwater**

### **Introduction**

Portland's Bureau of Environmental Services (BES) provides stormwater and wastewater disposal services within EPCP area. In most of the plan area, wastewater and stormwater are fed into a combined sewer system. In this system, water is captured and sent to the Columbia Boulevard Wastewater Treatment Plant in North Portland, and is released after treatment into the Columbia River. The discussion that follows describes some of the key features of stormwater and wastewater disposal in the plan area; much of this discussion has city wide applicability.



## **The Overarching Project: Combined Sewer Overflow Facilities**

During periods of heavy or prolonged rainfall, surface runoff overwhelms the system capacity, and the combined sewers overflow directly into the surface waters of the Willamette River. These are called 'combined sewer overflow' (CSO) events. In response to the federal Clean Water Act, the federal Environmental Protection Agency's CSO control policy, and an executive order, which regulates stormwater runoff, BES has undertaken a multi year project to control this problem.

Because it is responsible for the water quality and health of natural and human-built conveyance systems, BES approaches the CSO project as an opportunity to improve basic infrastructure and to implement a comprehensive approach to protect and restore watersheds. BES is addressing the combined sewer overflow issue in two ways: upstream efforts to reduce pollutants and peak flows into the system, and downstream efforts to capture and treat flows from all but the largest storm events. The overall effect of these improvements will be to reduce overflows to four events in a typical year, or by 94 percent of overflow volume.

Upstream programs include down spout disconnection and drainage sumps, which divert surface runoff away from the combined sewer system and let it flow into the ground, recharging the groundwater. Another upstream program aims to better educate system users about pollution and its prevention, including the regulation and disposal of toxic materials.

Downstream programs include upgrading the existing system to allow retention of peak flows. This is accomplished by installing oversized sewage pipes. Also, large-scale retention facilities may be installed at the lowest points, usually adjacent to waterways, where peak flows are to be caught and released gradually to a treatment plant. Also, 'big pipes' may be constructed to intercept peak flows at the lowest points in the system to avoid flow into waterways.

### **Trunk Line Rehabilitation**

The Alder Basin and Taggart-Insley rehabilitation projects will replace some of the city's oldest sewer mains. Two years ago, much of Belmont Street between Southeast Twentieth and Fortieth Avenues and Colonel Summers Park were under construction to make way for an oversized sewer pipe that now acts as a retention basin during periods of heavy rainfall. The project will move down slope to the vicinity of Hawthorne Boulevard between Ninth and Fourteenth Avenues late in 1997. The scope of the Taggart-Insley project is very similar to that of the Alder Basin project, but is located almost a mile to the south.

## **Drainage Sumps and Down Spout Disconnection**

The drainage sump and down spout disconnection program is an effort to reduce the flow off impervious surfaces into the combined sewer system. Incentives for down spout disconnection from the sewer system will be made available to building owners in the EPCP area in the near future. Under this program, rainwater from roofs and driveways is diverted from the sewer system into one or more sumps buried deep below street intersections. These sumps fill during periods of rain and recharge the surrounding groundwater.

## **Johnson Creek Basin**

At the southernmost portion of the plan area, the Johnson Creek basin has very different stormwater and wastewater issues than the rest of the plan area. Many of the homes in this area lack sewer service and discharge wastewater into septic systems. This area is also the only place in the plan area where stormwater and wastewater are separated; stormwater is released directly into the waterway while wastewater is conveyed for treatment. Toxicity issues are especially important in relation to stream revitalization in this area.

Johnson Creek has often flooded during high water periods since early settlement in the region. The creek's characteristics and response during rainy periods are issues for many in the region, particularly property owners along the creek. Upland development has contributed to sharp rises and falls in Johnson Creek. Development within the Johnson Creek flood plain has exacerbated the waterway's sometimes-disastrous response to heavy rain events.

Through its *Johnson Creek Resources Management Plan*, the Bureau of Environmental Services has addressed these issues and has set a number of goals:

- Restrict building in the 100-year flood plain to prevent the loss of flood water storage and to help prevent increases in flood water levels.
- Acquire the properties most vulnerable to flooding from those people willing to sell.
- Undertake stream restoration projects, especially in the lower reaches of Johnson Creek and Crystal Springs Creek which still support indigenous fish species, along with regular stream channel maintenance to maintain floodwater carrying capacity.

## **Conclusion**

The Bureau of Environmental Services is engaged in a comprehensive and multi-year effort at providing stormwater and wastewater services effectively and efficiently. The approach focuses on limitation of upstream peak flows through less destructive development practices and on downstream capture, slower release, and treatment of all of the peak flows except those during large storm events. Programs such as the drainage sump and down spout disconnection will soon be implemented within the EPCP area. Other programs are implemented citywide but affect the actions of those who work, live and play in EPCP area.

## **Police**

### **Introduction**

The Portland Bureau of Police provides a number of basic services to EPCP area. These services include neighborhood policing, investigative services, and crime interdiction services (drugs, vice, and gang enforcement). The discussion that follows includes a description of the organizational structure of the Bureau of Police as well as an overview of the basic services they provide.

### **Bureau Overview**

The Portland Police Bureau currently has about 900 sworn officers and just over 265 nonsworn personnel on its payroll. Over time, the Police Bureau has averaged one new officer for every thousand new residents. The Police Bureau is budgeted out of Portland's general fund. Neighborhood policing services receive approximately 64 percent of bureau funding, with support services receiving 15 percent, investigative services receiving 13 percent, and crime interdiction services (drugs, vice, and gang enforcement) receiving the remaining eight percent of Police Bureau funds.



With the Police Bureau's late-1980's shift to community policing, much emphasis has been placed on enhanced contact between bureau staff and the citizenry. This contact is facilitated in several ways through the Bureau's hierarchy. The following discussion details the structure of the Police Bureau and the allocation of basic services to those who spend time in the EPCP area.

## **Bureau Structure**

The Police Bureau operates two branches, which both report to the Police Chief. The Services Branch provides the overarching administrative and support needs of the bureau. The Operations Branch oversees each of the city's five district precincts, and also investigations, traffic and tactical operations division. This discussion focuses on the Operations Branch, as most contact between citizens and the Police Bureau is through this branch.

The Southeast Precinct opened in 1996 on the site of a former supermarket at 4735 East Burnside Street, replacing the distant temporary facility on NE 33rd Avenue. This is the hub of operations for community policing for most of the EPCP area. The portion of the plan area north of the Banfield Freeway is now served by the new East Precinct, which was also opened in 1996 and is located just south of the Stark-Washington couplet at 737 SE 106th Avenue.

As mentioned above, the Southeast and East Precincts are two of the city's five precincts organized under the Operations Branch. The bureau's 1994-96 *Strategic Plan* called for a realignment of patrol district boundaries to more closely parallel neighborhood association boundaries. The Police Bureau's "Inner Southeast" and "Outer Southeast" boundaries are significantly different from those adopted by the Bureau of Planning. Typically the Police Bureau assigns one police car to each major patrol district, and an additional police car to each subdistrict during the evening hours. The traffic and tactical operations divisions are operated citywide, independent of the precincts and of the patrol districts.

The Southeast Precinct is staffed by about 150 and the East Precinct is staffed by about 140 officers. Each precinct's operations are supported by specialized teams as follows:

- a 'neighborhood response team' which assigns a small team of officers to work on large-scale problem solving activities;
- a 'precinct detective unit' which handles issues related to the neighborhoods under precinct jurisdiction;
- the 'neighborhood officer liaison' program which connects officers to individual neighborhood associations;
- the 'crisis intervention team' which defuses situations with mentally ill persons; and
- 'crisis response teams' which help community members deal with the aftermath of violent crimes.

The Southeast Precinct also has a canine unit, which provides city wide service.

Community policing contact offices have been established in two locations within the plan area. These offices are intended to be used as spaces where officers can go to write reports and where neighbors can expect to find an officer to discuss issues or to gain information during posted hours. The following contact offices are located within the boundaries of the EPCP:

- Hollywood: 2000 NE 42nd Avenue
- Sellwood: 8220 SE 17th Avenue

## Fire, Rescue and Emergency Services

### Introduction

The Portland Bureau of Fire, Rescue and Emergency Services provide a number of basic services to the EPCP area. These services include dispatching units to respond to fires as well as nonfire medical emergencies in the area. The discussion that follows includes a description of fire response times and station locations within the EPCP area.



### Station Locations

The Portland Bureau of Fire, Rescue and Emergency Services operates five fire stations within the EPCP area boundaries. Other stations near the edge of the EPCP boundary provide primary response to situations within the plan area. Fire stations within the EPCP boundary include the following:

- #9 Sunnyside area 900 SE 35th Avenue
- #19 Mt. Tabor area 7301 East Burnside
- #20 Sellwood-Moreland area 2235 SE Bybee Boulevard
- #23 Hosford-Abernethy area 2915 SE 13th Place
- #25 Creston-Kenilworth area 5211 SE Mall Street

### Response Times

The initial response time, or the time it takes for the first arriving unit to respond to an emergency incident, is a basic performance indicator for the Fire Bureau. The Fire Bureau has adopted a 'dispatch to arrival' objective of four minutes for the first arriving unit at fire and medical incidents. This window of time is a critical factor for severe medical emergencies, particularly cardiac arrest and other immediate life threatening emergencies.

The Fire Bureau is not meeting its 'dispatch to arrival' objective in all cases. In 1994-1995 the 27 fire stations distributed across the city achieved a 75 percent success rate to the four minute 'dispatch to arrival' objective. Travel times and distances depend on the locations of the emergency response vehicles in relation to the incident site.

To address this issue, the Bureau initiated its *Fire Station Location and Resource Deployment Study*. This study, which concluded in June 1996, made several recommendations for addressing shortcomings. In EPCP area, only a few small sections failed to meet the Fire Bureau's four-minute objective:

- all of the Hollywood District and most of those portions of Rose City Park and Grant Park within the EPCP area;
- portions of Woodstock, Eastmoreland, and Ardenwald in the Johnson Creek area; and
- a several block area centered on Division Street from approximately Fiftieth Avenue to beyond the plan boundary at Seventy-sixth Avenue.

In addition to response times, the Fire Bureau considers risk of fire by type of structure and occupancy when locating fire stations and monitoring city-wide emergency response performance. The fire risk classification of an area reflects the predominant character of development in the area. One and two family attached dwellings and small commercial occupancies are classified as Category 2, which are defined as a medium risk area. Large schools and commercial occupancies and institutions are classified within Category 4, maximum risk level.

### **Fire Marshal**

The Fire Marshal performs distinct duties within the Bureau of Fire, Rescue and Emergency Services; all related to the built environment. The following services are provided through the Fire Marshal's office:

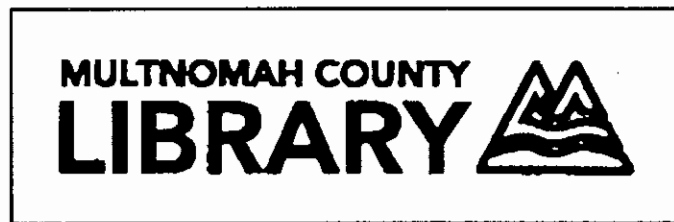
- Prevention Division focuses on preparedness and mitigation efforts to promote a safer city;
- Code Enforcement section conducts systematic inspections seeking corrections of fire code violations;
- Plans Review section provides review, field inspection, and testing of new and altered fire protection systems, with responsibility for construction and remodeling plans coordinated with other city bureaus;
- Investigations Office conducts investigations of all fires of undetermined origin;
- Special Hazards/Title III section deals with hazardous materials sites and transport and with large public assembly events; and



- Public Education section educates and informs the public about fire safety and the hazards of fire incidents, and is especially active in targeting at-risk groups of citizens and educating them to prevent loss of life and property.

## **Libraries**

Multnomah County Library operates four branch libraries within the EPCP boundaries. Each operates during various hours Tuesday through Saturday. The four branches are Belmont (1038 SE 39th Avenue), Hollywood (3930 NE Hancock Street), Sellwood-Moreland (7904 SE Milwaukie Avenue), and Woodstock (6008 SE 49th Avenue).



## **Private Utilities**

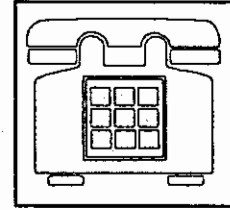
The traditional model for private utility service was state regulated monopolies. Each utility was the sole provider within a designated service or franchise area. This model is changing. Competition was first introduced for long distance telephone service. Recent state and federal legislation has authorized competition for local telephone service. State legislation has recently authorized pilot projects for local electrical service competition.

### **Electricity**

Two private utilities provide electrical service to the EPCP plan area. All of the area north of the Banfield Freeway, and the northeast corner of the Mt. Tabor neighborhood is served by Pacific Power and Light (PP&L). The remainder of the plan area is served by Portland General Electric (PGE). PGE has recently merged with Houston based ENRON corporation. This merger has implications for both regional power transmission and for future local service competition. Portland was one of the communities chosen by the 1997 legislature for local service competition. A pilot program will occur somewhere within the PGE area which will be limited to about 500 customers. It is unknown if this test will occur within the EPCP area.

## Telephone

US WEST provides local telephone service within the EPCP plan area. Long distance service is available from a variety of providers. In 1991 US WEST signed an alternative service agreement with the Oregon Public Utility Commission (PUC) which required the company to maintain or improve local service standards. Despite the agreement, service standards declined, and in 1996 the PUC terminated the alternative agreement and ordered a rate reduction.



The Federal Telecommunications Act of 1996 authorized local service competition. This competition can take three forms: complete alternative service (new wires, switches, etc.), alternative service that depends on unbundled components from the original service providers, and re-selling of existing service. The PUC has certified three new local service providers (ELI, MCI, and TCG) in the Portland area. A new fiber optic system is being installed by ELI, but this company presently limits service to Portland's downtown. MCI also has its own downtown fiber optic system, and offers service to businesses within the EPCP area. Any of these companies could begin offering local residential service in the EPCP area through the re-selling option.

## Cable Television

Paragon Cable has a city franchise that includes all the EPCP area. The franchise was last renewed on February 2, 1997. Paragon is establishing a fiber optic network that will be capable of competing for local telephone service and digital data transmission. Telephone service would be regulated by the PUC rather than the city. The city has also used the cable network for traffic signal timing.

## Natural Gas

Northwest Natural Gas (NNG) supplies the entire EPCP area. Since gas distribution system is underground pipes under pressure, it is in many ways analogous to the water distribution system. It has both mains and local service lines. Since the system is a network, service can usually be routed around local blockages. NNG likes to maintain a service distribution pressure of at least 57 pounds per square inch (psi). Single-dwelling residential uses require approximately .25 psi, centrally heated multi-dwelling structures require about 5 psi, and some industrial uses can require 650 psi.

## F. Parks and Open Space

### Introduction

#### Included in this Section

This section describes existing parks and open spaces within the *East Portland Community Plan* (EPCP) area as well as the potential for future parks and open spaces in the area. In general, this section focuses on those spaces within the area that are zoned Open Space (OS) and used for either active or passive recreation.

#### For More Information

Related information may be found in other sections of this document. For more detailed information on...

...the development of parks within particular neighborhoods, refer to *Part III Neighborhood Profiles*.

...natural and scenic resources, including Oaks Bottom, Mt. Tabor, and Johnson Creek, refer to section G. *Natural and Scenic Resources*.

...the City's Urban Forestry Program, refer to section G. *Natural and Scenic Resources*.

### Parks Today

The EPCP area contains several of the city's most important parks, open spaces, and recreational facilities. At the same time, there are areas within the plan boundary that qualify as 'parks deficient,' with no public parks located within walking distance. Coupled with a desire for more nearby parks, many neighborhoods express an interest in more community centers, swimming facilities, and community gardens. The EPCP area contains two community centers and nine community gardens.

Many residents find that the larger and deeper parks (greater than 25 acres) function as urban refuges. Mt. Tabor Park, the Oaks Bottom Wildlife Refuge, and Laurelhurst Park are important for their capacity to foster a sense of the natural within an otherwise built environment. Smaller parks provide opportunities for recreation including playgrounds, sporting fields, and picnic areas, and are often features residents mention as distinctive neighborhood assets. Large parks like Mt. Tabor and Laurelhurst also have sport, picnic, and play areas.

Many of the nine community gardens in the plan area now have waiting lists. Increasingly, activists identify community gardens as desirable neighborhood attributes. As the number of people living in multi-dwelling housing increases, the pressure for plots to use for tilling the soil and for growing foods is likely to increase similarly. The following table includes all of the parks, recreational facilities and community gardens in the plan area.

**Area Parks, Community Gardens, and Recreation Facilities**

Facility Name	Neighborhood	Type of Park/ Facility	Location
Abernethy Pool	Hosford-Abernethy	Outdoor Pool	2421 SE Orange @ Birch
Berkeley Park	Eastmoreland	Neighborhood	SE 39th & Bybee
Blair Community Garden	Sunnyside	Cmty. Garden	SE 33rd & Stark
Brooklyn Park	Brooklyn	Neighborhood	SE 10th & Haig
Brooklyn School Park	Brooklyn	Neighborhood	SE 15th & Bush
Buckman Community Garden	Buckman	Cmty. Garden	SE 18th & Oak
Buckman Field	Kerns	Community	NE 12th & Everett
Buckman Pool	Buckman	Indoor Pool	320 SE 16th
Bybee Bike Path	Eastmoreland	Special	SE 28th & Reedway
Coe Circle	Laurelhurst	Roadway	NE 39th & Glisan
Col. Summers Cmty. Garden	Buckman	Cmty. Garden	SE 20th & Taylor
Colonel Summers Park	Buckman	Neighborhood	SE 17th & Taylor
Community Music Center	Creston Kenilworth	Arts Facility	SE 33rd & Francis
Creston Park	Creston Kenilworth	Community	SE 44th & Powell
Creston Pool	Creston Kenilworth	Outdoor Pool	SE 44th & Powell
Crystal Spgs Rhododendron Gdn	Eastmoreland	Metropolitan	SE 28th & Woodstock
Eastmoreland Golf Course	Eastmoreland	Golf Course	SE 24th & Bybee
Eastmoreland Playground	Eastmoreland	Neighborhood	SE 30th & Crystal Spgs
Erv Lind Stadium	Rose City Park	Stadium	NE 57th & Hassalo
Everett Community Garden	Kerns	Cmty. Garden	NE 27th & Everett
Frazer Park	Rose City Park	Neighborhood	NE 52nd & Hassalo
Ivon Community Garden	Richmond	Cmty. Garden	SE 38th & Ivon
Johnson Creek	Sellwood Moreland	Habitat	SE 21st & Clatsop
Kenilworth Community Garden	Creston Kenilworth	Cmty. Garden	SE 34th & Gladstone
Kenilworth Park	Creston Kenilworth	Neighborhood	SE 34th & Holgate
Ladd Circle/Squares/Rose Gdn	Hosford-Abernethy	Community	SE Ladd & Harrison
Laurelhurst Park	Laurelhurst	Metropolitan	SE 39th & Stark
Metro Performing Arts	Laurelhurst	Arts Facility	3756 SE Oak
Mt. Tabor Annex	Mt. Tabor	Special	511 SE 60th @ Stark
Mt. Tabor Park	Mt. Tabor	Metropolitan	SE 60th & Salmon
Mt. Tabor Yard	Mt. Tabor	Special	SE 65th & Division
Normandale Park	Rose City Park	Community	NE 57th & Halsey
Oaks Bottom Wildlife Refuge	Sellwood Moreland	Habitat	SE Grand & Spokane
Oaks-Pioneer Church & Park	Sellwood Moreland	Special	SE Grand & Spokane

**Area Parks (Continued)**

Site Name	Neighborhood	Type of Park/ Facility	Location
Oregon Park	Kerns	Neighborhood	NE 30th & Oregon
Piccolo Park	Hosford-Abernethy	Mini Neighbhd.	SE 28th & Clinton
Portland Tennis Center	Kerns	Tennis Ctr.	324 NE 12th @ Everett
Powell Park	Brooklyn	Neighborhood	SE 26th & Powell
Providence Pool	Center	Indoor Pool	5050 NE Hoyt
Reed College Parkway	Eastmoreland	Roadway	SE Reedway
Reed Community Garden	Eastmoreland	Cmty. Garden	SE 28th & Steele
Richmond Property	Richmond	Mini Neighbhd.	SE 47th & Ivon
Rosemont Bluff	Center	Mini Neighbhd.	NE 68th & Halsey
Ross Veterans Memorial	Rose City Park	Special	NE 48th & Sandy
Sckavone Stadium	Sellwood-Moreland	Stadium	SE McLoughlin/Tacoma
Sellwood Community Center	Sellwood-Moreland	Cmty. Ctr.	SE 15th & Spokane
Sellwood Park	Sellwood-Moreland	Community	SE 7th & Miller
Sellwood Park Pool	Sellwood-Moreland	Outdoor Pool	SE 7th & Miller
Sellwood Riverfront Park	Sellwood-Moreland	Metropolitan	SE Spokane/Oaks Pkwy
Sewallcrest Community Garden	Richmond	Cmty. Garden	SE 31st & Market
Sewallcrest Park	Richmond	Neighborhood	SE 31st & Market
Springwater Corridor	NA	Habitat	SE McLoughlin Blvd.
Sunnyside School Park	Sunnyside	Mini Neighbhd.	SE 34th & Taylor
Tideman Johnson Park	Eastmoreland	Habitat	SE 37th & Tenino
W. Clinton Cmty. Garden/Backyard Wildlife Hab.	Hosford-Abernethy	Cmty. Garden	SE 18th & Clinton
Westmoreland Park	Sellwood-Moreland	Community	SE McLoughlin & Bybee
Woodstock Community Center	Woodstock	Cmty. Ctr.	5905 SE 43rd @ Knight
Woodstock Park	Woodstock	Community	SE 47th & Steele

Source: Portland Bureau of Parks and Recreation.

Notes on Park Types:

- 1) Mini-neighborhood parks are usually less than 2.5 acres in size. The facilities available in these parks are generally limited to play equipment.
- 2) Neighborhood parks range in size from 2.5 - 10 acres and serve the neighborhood immediately surrounding them. Facilities provided at these parks are generally limited to play equipment, and an occasional ball field or tennis court.
- 3) Community parks serve 2-3 neighborhoods with their large size and extensive recreation facilities. These parks have a greater variety of ball fields, play equipment, parking lots, and play court facilities than a typical neighborhood park.
- 4) Metropolitan parks are used mainly by metropolitan area residents who are attracted to the park by some special feature such as a waterfront location, beach or water feature.
- 5) Habitat parks are valuable for the wildlife resources they provide. These parks are usually larger. There are none of the usual active recreation amenities within these parks, such as play equipment and ball fields, but they provide educational and passive recreation for metropolitan area users.
- 6) Roadway parks are typically sites that are designed for the enjoyment of drivers rather than residents. Nevertheless, because these sites have relatively large lawn areas, they provide recreational space for adjacent residents.

As the EPCP area continues to attract new residents, parks and open spaces have, and will continue to, become increasingly important. National standards for parks and open spaces suggest a community center within five miles of every home, according to Portland Parks and Recreation. Both of the community centers within the plan area are at the southern end, in Woodstock and in Sellwood-Moreland. East of the plan boundary, the community center to be built at Floyd Light Middle School is almost two miles from the plan area's eastern boundary. Closer to the plan boundary is the Mt. Scott Park and Community Center, where the existing center is to be rebuilt and the existing pool is to be rebuilt and covered. The same national standards suggest a swimming pool for every 40,000 residents. The EPCP area has five swimming pools, only two of which are covered. Given the relatively large population in the area, there is a shortage of community centers and year-round swim facilities.



Westmoreland Park offers neighborhood residents and wildlife a place to relax.

A recent addition to the park system is Piccolo Park, a pocket park near Southeast Twenty-eighth and Division. Land for the park had been purchased by the Oregon Department of Transportation as right-of-way for the ill-fated Mt. Hood Freeway project in the early 1970s. The Parks Bureau also developed a community garden at Southeast Eighteenth and Clinton, and owns three lots at Southeast Forty-seventh and Ivon which are planned for a future mini park. Another recent addition is the Springwater Corridor, the former right-of-way of the Portland Traction Company's interurban rail line between Portland and Boring. The former track bed has recently been surfaced for bicycle, equestrian, and pedestrian use year-round, while the surrounding areas are devoted to wildlife habitat. Oaks Bottom was set aside as a wildlife preserve by the city in 1988. These newer park land additions illustrate several of the ways that city park land can be increased in the face of today's increasing land pressures.

School playing fields are considered by many area residents as de-facto recreational opportunity sites, and have been used as such for generations and by all ages of residents. But their use is at the discretion of the Portland Public Schools, and the land must be reserved for school use during operating hours.

Privately owned open space sites in the plan area include Oaks Park and Lone Fir Cemetery. The Reed College campus, too, is considered by surrounding residents as a green space for refuge. Recreational opportunities, especially for

children, are also provided at the Oregon Museum of Science and Industry (OMSI), which though outside the plan area, is within six miles of even the most distant neighbor in the plan area.

## **Parks Funding and Potential Future Sites**

### **City and Regional Parks Bonds**

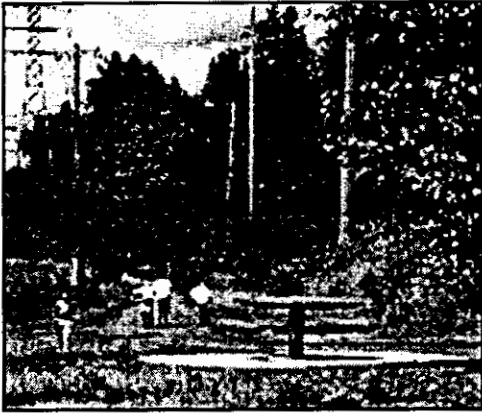
The general obligation bond measure 26-10 passed by the city's voters in 1994 allocates almost sixty million dollars to rebuild park infrastructure and replace old and obsolete structures. It further emphasizes the construction of new community centers, aquatic centers, and parks for areas of Portland that are poorly served. The measure will allow Portland Parks and Recreation to make 24 capital improvements at 22 sites in the EPCP area. The projects funded by the bond measure, along with the acreage and year of acquisition for all the facilities are listed in *Appendix E*.

Portland Parks and Recreation is currently engaged in its *Parks 2020 Vision Plan* process. *Parks 2020* is intended to take the bureau beyond its 1991 document, *Park Futures*, which formed the basis for Measure 26-10's improvements and rehabilitation priorities. *Parks 2020* seeks to meet increased population and density by more aggressively pursuing new lands for parks. The process will build on *Park Futures*, which identified 'parks deficient' areas, or those places further than half a mile or across a major traffic route from a neighborhood park. *Park Futures* identified two deficient areas: the Center and Sunnyside neighborhoods (east of Thirty-ninth Avenue), and the eastern portion of Creston-Kenilworth. One criterion that heightens these neighborhoods' needs for greenspace is the large amount of multi-dwelling zoned land in these areas.

The region's voters passed the METRO Greenspaces bond measure 26-26 in 1995. Of its one hundred thirty five million dollars, over seven million dollars is to be used for the acquisition of natural areas and limited improvements in nature parks and along trails inside Portland's city limits.

### **The Eastbank Trail and Connection to Springwater**

One place long considered appropriate for open space acquisition is along the east side of the Willamette River on the western ends of the Hosford-Abernethy, Brooklyn, and Sellwood-Moreland neighborhoods. Regional trail system planners have long sought a link between the bridgeheads area near OMSI and the west end of the Springwater Corridor trail, which currently terminates near McLoughlin Boulevard. Resolution 96-2362, adopted in July 1996, formalizes METRO's efforts for the completion of the corridor.



The Springwater Corridor is a former railroad right-of-way between Portland and Boring.

For parks planning purposes, METRO has split the connection into two levels of priority: the north end connecting the OMSI area to the Sellwood Bridge (Tier 1a), and the southern connection between the Sellwood Bridge and the Springwater Trail (Tier 1b).

Much of the northern portion of the connection (Tier 1a) is currently owned by Portland General Electric. Its use is devoted by perpetual easement to the East Portland Traction Company's (EPTC) short-haul railway operation and

SamTrak, their passenger railway operating between OMSI and Oaks Park. In the past unauthorized adventurers traveling on EPTC controlled land have been ticketed for trespass. Federal law regulates the abandonment of rail service, and METRO hopes to create a trail parallel to the tracks, allowing both to function safely.

The Tier 1b connection between the Sellwood Bridge and the Springwater Corridor could follow surface rights-of-way or proceed along the EPTC rail alignment. This connection is likely to come in a second phase.

## **Zoning for Open Space**

One of the outcomes of a planning process in inner southeast was to be OS designation for lands that serve open space and natural areas functions. Such areas include lands that:

- provide opportunities for outdoor recreation
- provide contrasts to the built environment
- preserve scenic qualities
- protect sensitive or fragile environmental areas
- preserve the capacity and water quality of the stormwater drainage system.

The OS zone is intended to preserve public and private open and natural areas, and is typically applied to land that is in public ownership. Private property owners may request an open space designation for open space or a natural area that meets the purpose of the zone. Development is limited to recreationally related activities and requires conditional use review.

The EPCP area includes areas with "p" Environmental Protection or "c" Environmental Conservation overlay zoning, primarily along the Johnson



Creek and Crystal Springs. The "n" River Natural overlay zone is applied along the Willamette River and Ross Island. The "p" and "n" overlays provide the highest level of protection for the most important environmental resources, allowing development only in exceptional circumstances. The "c" overlay provides a lesser level of protection than the "p" or "n," allowing environmentally sensitive urban development while conserving important environmental resources and values.

## G. Natural and Scenic Resources

### Introduction

#### Included in this Section

This section describes the geographic features that contribute significantly to the natural environment of the East Portland Community Plan (EPCP) area, including waterways and land masses, as well as scenic features that contribute significantly to the aesthetic environment of the area. This section also provides information about some of the existing regulations and past projects designed to protect and enhance these resources.

#### For More Information

Related information may be found in other sections of this document. For more detailed information on...

...parks used for passive or active recreation, refer to section *F. Parks and Open Space*.

...the use of natural waterways and the urban forest as part of Portland's stormwater disposal system, refer to the "Wastewater and Stormwater" subsection of section *E. Infrastructure*.

...the natural resources within particular neighborhoods, refer to *Part III. Neighborhood Profiles*.

#### Overview

The EPCP area contains many significant natural, open space, and scenic resources. While natural resources often provide aesthetic and recreational benefits to the area's residents, they also play an important role in the health of the entire natural system. (For example, while the Johnson Creek Basin provides scenic beauty to its neighbors, the basin plays an equally important role as a major drainage way for stormwater.) Scenic resources are generally views from particular vantage points and can contain not only natural, but built elements as well. The significance of a scenic resource will differ from individual to individual based on differing perceptions and values. The natural and scenic resources in the EPCP area include specific sites along the Willamette, within park lands, and along stream corridors, as well as the area's urban forest (or canopy of trees). While many of these resources are covered by management plans or other environmental plans, they still require attention for their continued protection.

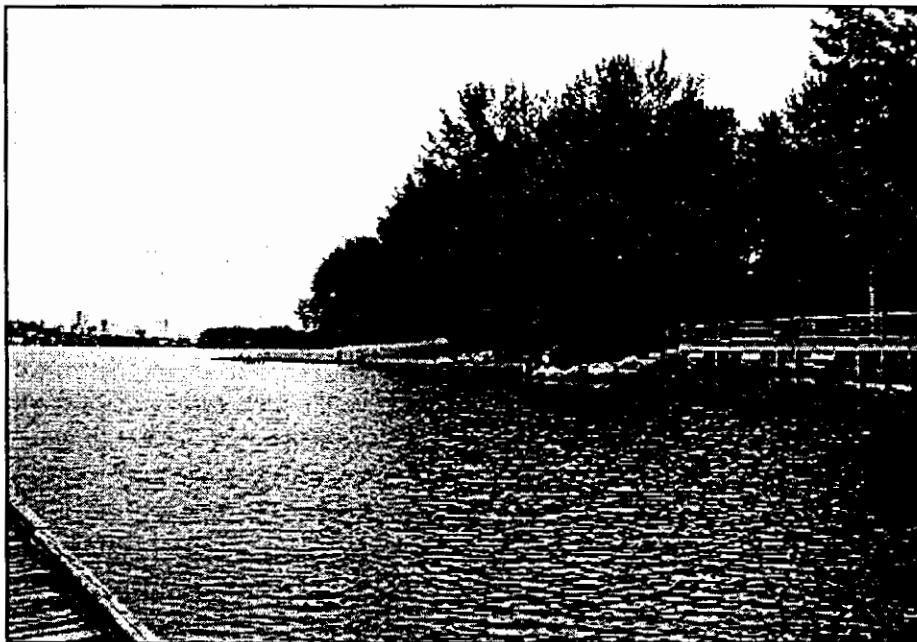
## Description and History of Major Resources

### Willamette River Greenway

Portland's *Willamette Greenway Plan* was adopted by the Portland City Council in 1979 and updated in 1987. It recognizes the significance of the Willamette River as a valuable natural and economic resource and implements Statewide Planning Goal 15, which specifically requires adoption of local plans for land adjacent to the river. Local plans must:

- provide adequate public access to and along the river;
- protect significant fish and wildlife habitat;
- preserve scenic qualities and viewpoints;
- enhance and protect the river's vegetative fringe;
- provide for recreational needs;
- protect public and private property from trespass and vandalism; and
- establish a setback line for uses that are not river-dependent or river-related to direct development away from the river's edge.

The entire shoreline along both sides of the river is protected through plan regulations. Development within the Willamette Greenway is also subject to design review based on the *Willamette Greenway Design Guidelines*. These guidelines specifically address preservation of natural riverbanks and riparian habitat and enhancement of the appearance of the riverbank.



Preserving the Willamette River Greenway is part of a statewide planning goal.

The riverbank south from Powell Boulevard to the city limits makes up the portion of the Willamette Greenway that is within the EPCP area. Most of this area is designated for a natural area emphasis; however, mixed use areas are designated along the riverbank in the southern portion of Sellwood-Moreland. A small portion of the riverbank on the southwestern edge of the Brooklyn neighborhood is designated for industrial emphasis, and two pieces, Sellwood Park and Oaks Bottom Wildlife Refuge, are designated as recreational use areas. The *Willamette Greenway Plan* also identifies public access points along the riverbank. Access paths to the Willamette Greenway in the EPCP area include Mitchell Street, Sellwood Park, and Sherrett Street in Sellwood-Moreland.

### **Urban Forest**

Even though the EPCP area has a very developed urban character, it also contains important forest resources. While the main component of the urban forest is the urban tree canopy, the urban forest consists of all the vegetation along the streets; in residential, commercial and industrial areas; and in the parks and natural areas of the city. The urban forest includes lawns and gardens, trees on undeveloped public and private land, street trees that line transportation and utility corridors, and forested lands and stream corridors within watersheds. While part of the urban forest grows naturally with little or no human interference, much of it is carefully managed and maintained.

The city of Portland recognizes the importance of these urban forest resources because of their economic, environmental, psychological, and physical benefits. In 1995, the city adopted the *Urban Forestry Management Plan* a comprehensive and multi-objective plan for Portland's urban forest. The plan recommends methods to manage and care for urban trees and related vegetation on all land within the city limits and ways to promote and maintain a healthy and diverse urban forest. Some areas of the EPCP area are resource deficient.

The city's Urban Forester administers Portland's Heritage Tree Program. This program was initiated by the Urban Forestry Commission and is staffed and managed by volunteers through a sub-committee of the Urban Forestry Commission. For Heritage Trees on private property, participation by the property owner is voluntary. The program provides formal recognition for trees that are significant because of their size, horticultural variety, unique qualities or historic background. Prior to 1993, historic trees were inventoried exclusively under Portland's Historic Landmarks program. Fifty-three Heritage Trees, and one Historic Landmark tree are within the EPCP area. (See *Appendix F* for a listing of these trees.)



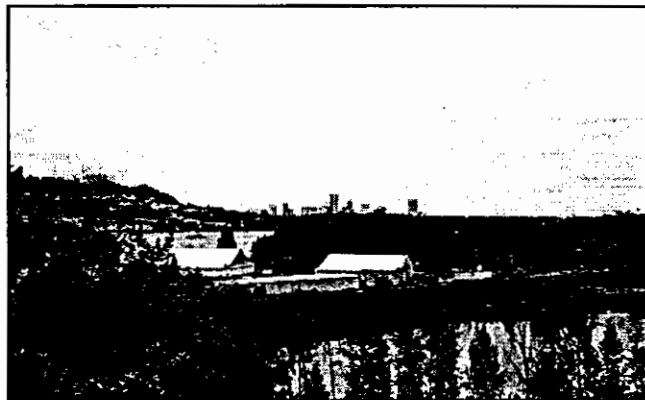
Street trees, like these in Westmoreland, are an important component of the urban forest.

The street trees found in the parking strips within Portland's rights-of-way are a result of many efforts to enhance the urban forest. Similar to other streets east of the Willamette, streets throughout the EPCP area often lack a mature street tree canopy. A 1996 land use inventory of all properties in the EPCP area found that only 38 percent of properties have

trees along the street frontage. The City's Urban Forestry Program partners with neighborhood associations, community groups, other public agencies, individual property owners, and non-profit organizations to increase the number of street trees throughout the city. Friends of Trees, a non-profit group, whose mission is to plant trees and build community, is responsible for many of the recent community plantings in Portland, particularly in low-income neighborhoods. Friends of Trees was recently active in the Hosford-Abernethy neighborhood as part of REACH Community Development's *West Clinton Action Plan* effort.

### Oaks Bottom Wildlife Refuge

The Oaks Bottom Wildlife Refuge is a 160-acre city park, situated on the east bank of the Willamette River in the Sellwood-Moreland neighborhood. It is a flood plain wetland system fed by a series of small springs on the east border of the park. The area is home to six distinct habitats, which provide food and cover for a variety of birds and animals.



The Oaks Bottom Wildlife Refuge covers 160 acres along the riverfront.

Most of Oaks Bottom was acquired by the city in the late 1950s, when it was named "Oaks Pioneer Park." A debate took place during the 1950s and 1960s over appropriate uses for the park. A southern portion of the park was used as a sanitary landfill, and a northeastern portion was filled with rubble from a freeway project. Objections to further development by the Sellwood-Moreland Neighborhood Association (SMILE) and

environmental groups led to city actions to restrict types of development and exercise an option to buy the northeastern portion of the park.

SMILE took renewed interest in Oaks Bottom in 1972 and began an analysis which called for the entire bottoms area to be set aside for "passive recreation and wildlife uses." SMILE worked with the Portland Audubon Society to voluntarily manage and maintain Oaks Bottom. In 1988, the city council adopted a formal management plan for the area. The *Oaks Bottom*



The Oaks Bottom Amusement Park lies on the banks of the Willamette River.

*Wildlife Refuge Coordinated Resource Management Plan* designated the area as a wildlife refuge, developed a general management direction for the area, and provided direction for future educational and public uses of the park.

The success of two parks-related general obligation bond measures in the mid-1990s allowed Portland Parks and Recreation to renovate the north parking lot, improve the trail head, and install sidewalks along Milwaukie Avenue.

### Sullivan's Gulch

The Sullivan's Gulch resource site is part of a large erosional swath cut into the East Portland terrace many hundreds of years ago as the Missoula flood waters receded. This erosional depression extended from the Willamette River up to the present location of Northeast Thirty-third Avenue.

Prior to development of the Union Pacific Railroad line, the gulch had predominately woody shrub growth and provided drainage to the area south of Alameda Ridge and north of the present location of Glisan Street. In Portland's early years, the Willamette River would occasionally flood the gulch as far up as Northeast Sixteenth Avenue. The Union Pacific Railroad line was built along the bottom of the gulch in the late 1800s, and the lower end of the gulch was filled to prevent flooding. The railroad had a great impact on the growth of Portland's eastern metropolitan region, and led to the construction of the Banfield Freeway in the gulch.

Following the Great Depression, the gulch was used as a golf course, with a clubhouse located at Northeast Fifteenth Avenue. More recently, the MAX light rail line was added to the corridor and improvements were made to the

Banfield Freeway. Today, an eight-lane freeway, a freight rail line and service road, and a light rail passenger line all share the gulch corridor.

The presence of roads, railroads, maintenance activities and heavy traffic has disturbed the gulch. Although the forested bluff on the north side of the gulch provides viable wildlife habitat and aesthetic value, the gulch has no other remaining significant environmental resources.

### **Mt. Tabor**

Mt. Tabor is centrally located approximately three miles from the Willamette River on the east side of Portland. Mt. Tabor is approximately 295 acres in area and is the best and most accessible example of the volcanic character of the Boring Lava Domes. A small excavated vent near the top reveals the core and throat of the cinder cone. Portland is the only city in the United States with a volcano within its city limits.

Mt. Tabor rises abruptly from the gently sloping East Portland landscape, from approximately 300 feet mean sea level (MSL) at its base to 640 feet MSL at its summit. The volcano is over a mile long (from north to south) and three-quarters of a mile wide. The largest park in the EPCP area occupies one-half of the site. The north half is developed with single-dwelling structures. Though small pockets of forest and



Mt. Tabor Park offers a green retreat for city residents.

undeveloped open space occur within the residential areas, the primary resource areas are located within Mt. Tabor Park.

Although the forest canopy has been preserved, much of the site lacks the natural qualities of a forested habitat. The primary resources are the volcanic vent, the non-cultivated forest areas, reservoirs, groundwater reserves, and the scenic, recreational and open space values.

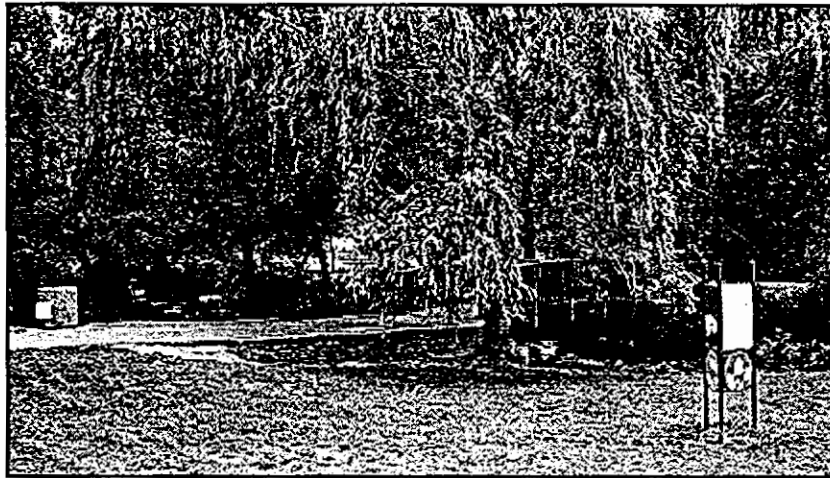
### **Johnson Creek**

Johnson Creek is one of the last free-flowing streams in the Portland metropolitan area. From its origins in the Cascade foothills to its confluence with the Willamette River, Johnson Creek flows westward 25 miles, through the cities of Gresham, Portland, and Milwaukie. Johnson Creek links

abutting natural areas, parks, and wetlands with urbanized residential and industrial areas. The differing land uses and their associated impacts and inputs can be seen and felt throughout its length. Within Southeast Portland, Johnson Creek follows a generally east-west path parallel to Foster Road and the Springwater Corridor, a recreational corridor along a former railroad right-of-way.

Much of Johnson Creek's watershed has been converted from forest to farms, cities, and suburbs. Urban land uses and agriculture have encroached on the stream corridor, narrowing it and converting a natural, meandering stream into an often-polluted drainage channel.

As the watershed developed, runoff volumes and pollutant loads discharged into the creek increased and the quality of water and wildlife habitat declined. Today, the natural resource values of the stream are reduced from 100 years ago. A few salmon and steelhead still return to the creek, remnants of former runs; and a few small islands of the original riparian forest continue to provide habitat for wildlife.



Tideman-Johnson Park provides a natural setting to enjoy Johnson Creek.

Like many urban creeks, Johnson Creek has not fared well. As urban development has progressed, an increasing proportion of the watershed area has been covered with impervious surfaces such as driveways, streets, parking lots, and rooftops. This increase in impervious surface, coupled with the removal of native vegetation, has resulted in the land surface becoming less permeable, further modifying stormwater runoff quantity and timing. Development activities and urban land uses have decreased infiltration of water through the soil and altered historic drainage patterns so that the quantity of runoff directly delivered to the stream has markedly increased.



Johnson Creek has historically been a "flashy" water body, with the potential for flood waters to rise quickly and either recede quickly or persist for some time. Severe flooding continues to plague creekside neighborhoods and frequently causes extensive damage, particularly during the winter months.

These flood events are exacerbated by development patterns within the Johnson Creek Basin that have been insensitive to the watershed. In response to a recent increase in the frequency and extent of flooding in the basin, planning efforts have aimed to strike a better balance between development needs and protection of Johnson Creek.

In 1991 the Portland City Council adopted the *Johnson Creek Basin Protection Plan*. The plan identifies and evaluates: significant fish and wildlife habitats; ecologically and scientifically significant natural areas, open spaces, water bodies and wetlands; and the functions and values of the Johnson Creek basin as a whole. The plan includes management recommendations on specific ways to retain and restore the natural habitat areas and values.

In 1995 the *Johnson Creek Resources Management Plan* was developed by the city to provide a comprehensive plan for managing resources in the Johnson Creek watershed. The plan is comprised of a series of actions which would result in the gradual environmental enhancement of Johnson Creek and its watershed, while solving the pressing flooding problem.

### **Crystal Springs**

Crystal Springs creek emerges from the western end of the spring-fed Reed Lake on the Reed College campus and follows a southwesterly path through Crystal Springs Rhododendron Garden and Westmoreland Park. Crystal Springs meets Johnson Creek at the southeast corner of Sellwood-Moreland just south of Tacoma. While much of Crystal Springs flows through public and private property as a year-round above ground creek, at its intersections with streets including Southeast Twenty-eighth, it has been placed in culverts. Crystal Springs flows through a 101-acre resource site within the Johnson Creek basin that was defined and examined as part of the *Johnson Creek Basin Protection Plan* in 1991.

The Crystal Springs and Johnson Creek site includes water bodies, two creeks, fisheries, and extensive permeable surfaces (open grass) that provide rain infiltration and limited habitat. Crystal Springs is primarily spring fed, has a year-round flow, and receives little surface runoff. The creek provides aquatic habitat for steelhead, trout, and Coho salmon. Crystal Springs is one of the few creeks within the Portland metropolitan area that still supports a population of native cut throat trout and steelhead. The Crystal Springs system, particularly Reed Lake, has been found to be a high quality riparian

area and provides important wintering habitat for waterfowl within the urban environment.

### **Ross Island**

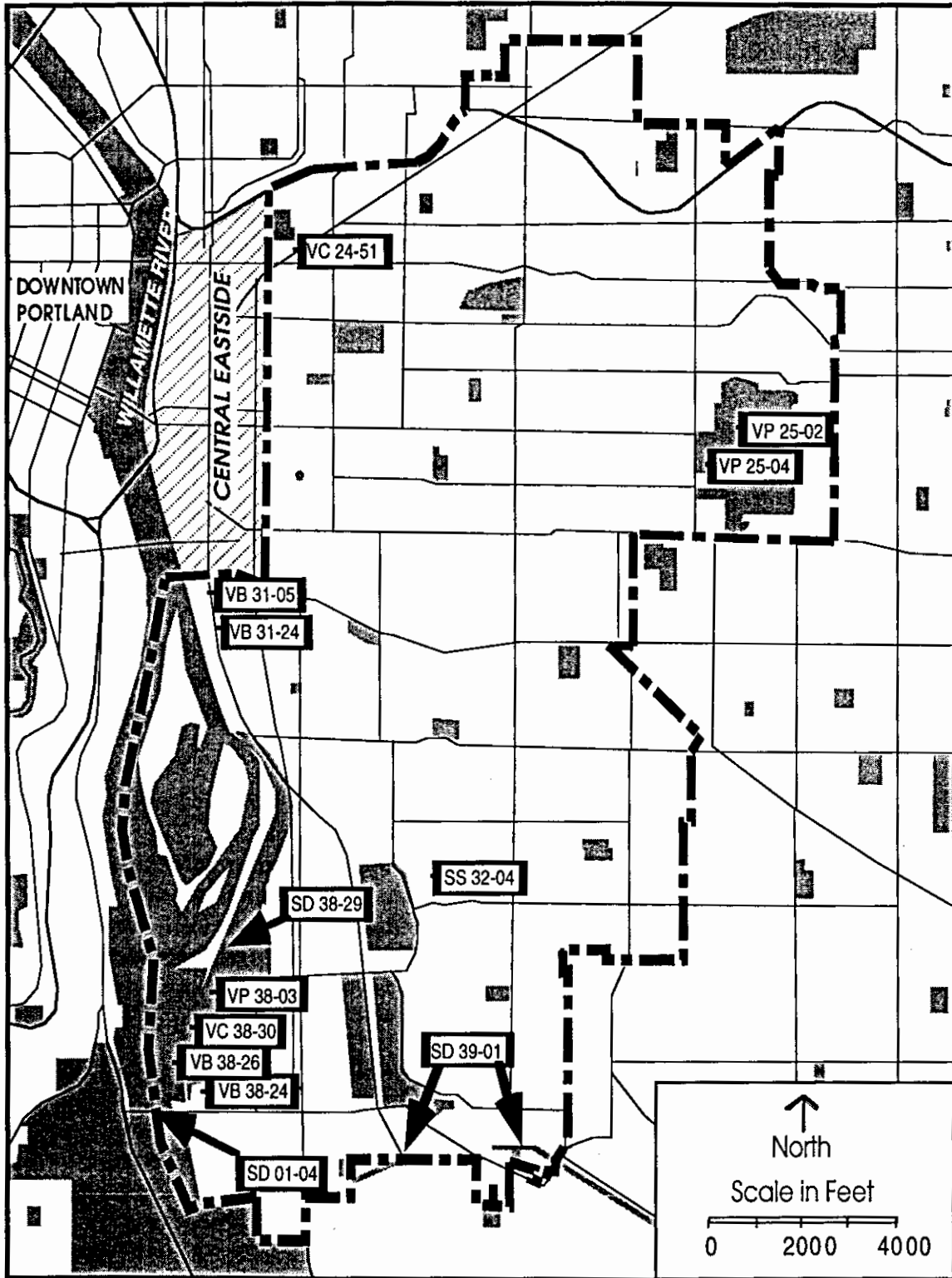
Ross Island and Hardtack Island form a connected land mass in the Willamette River west of the Brooklyn and Sellwood-Moreland neighborhoods. Although an excavation operation has also been carried out there by the Ross Island Sand and Gravel Company, portions of the islands are wildlife oases. A great blue heron rookery and bald eagle nests are two of the better known wildlife features of the islands.

### **Scenic Resources**

Statewide land use Goal 5 requires that local jurisdictions enact protection of natural and scenic resources. Scenic resources are described by the State of Oregon as lands that are valued for their aesthetic appearance. Those deemed worthy of protection efforts are further defined as "outstanding" scenic views and sites. Local jurisdictions determine which scenic resources are "outstanding."

In Portland, and in most urban areas, scenic views or sites may contain manmade as well as natural elements. Scenic resources are experienced by an individual. The significance of a scenic resource will differ from individual to individual based on differing perceptions and values.

In 1991 the Portland City Council adopted the *Scenic Resources Protection Plan* which is intended to preserve significant scenic resources. The plan consists of policy language, zoning regulations and maps that direct and regulate actions so that designated scenic resources are protected and enhanced for future generations. The *Scenic Resources Protection Plan* protects 13 resources located within the EPCP boundaries. Excerpts from the *Scenic Resources Protection Plan* describing these resources follow.



Scenic Resources in the East Portland Community Plan Area.

## Panoramas-View Points

### *VP 25-02: Views from the top of Mt. Tabor*

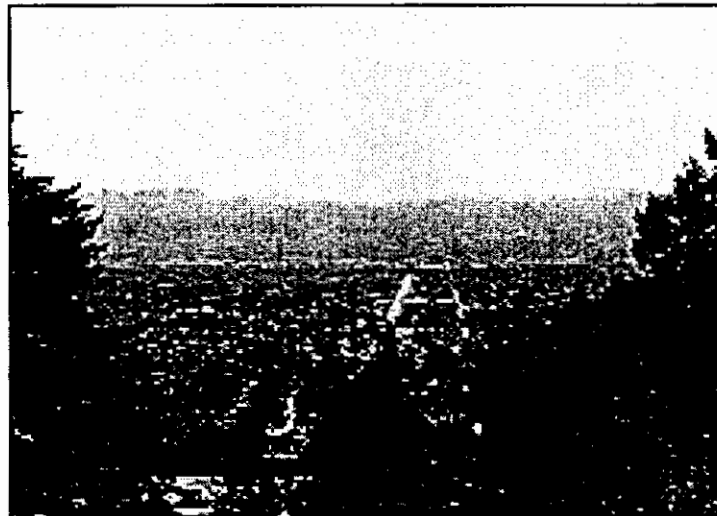
There are two separate views from the top of Mt. Tabor: one to the east of Mt. Hood and one to the west and downtown. Both views are framed by the large evergreen trees on the slope of Mt. Tabor.



A panoramic view of Mt. Hood from the top of Mt. Tabor.

### *VP 25-04: View from above the Mt. Tabor Reservoir*

This viewpoint is a short walk from an access road leading to the upper reservoir off Southeast Salmon on the west side of Mt. Tabor. The viewpoint offers a panoramic view of the west hills and downtown. The reservoir in the foreground creates an unobstructed view and adds the element of water to the view.



The view of downtown from the top of the Mt. Tabor reservoirs.

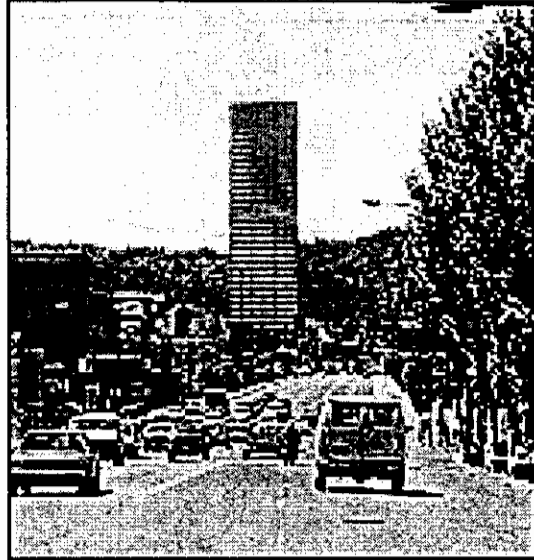
***VP: 38-03 View from Sellwood Boulevard***

The most striking view from Southeast Sellwood Boulevard occurs at approximately Southeast Eleventh Avenue. The view includes Oaks Bottom, the downtown skyline, Ross Island and the west hills.

**Views of The City**

***VC 24-51: View of US Bank Tower from East Burnside***

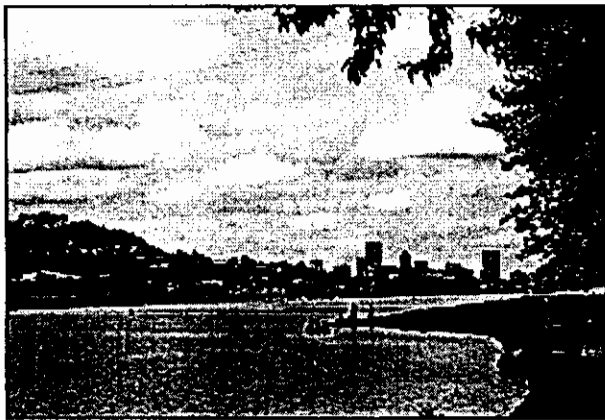
This view is best seen driving west along East Burnside from its intersection with Northeast Sandy. The view can also be seen by pedestrians walking toward the river along East Burnside. Because East Burnside is a wide street, there is a good view of the west hills. The US Bank Tower provides a strong vertical element on the south side of Burnside. The buildings along East Burnside frame the view, but the vista is somewhat marred by numerous overhead utility lines, sign poles and billboards. As one nears the Burnside Bridge, the view widens out with much of the downtown area visible. The river and several bridges are within the view at this point.



East Burnside Street offers an excellent view of the downtown US Bank building, also known as "big pink".

***VC 38-30: City from Sellwood Park***

Views overlooking Oaks Bottom, which include the city skyline can be seen from various points within Sellwood Park. One of the views is near the



The downtown skyline is visible around a bend in the Willamette River.

north end of the parking lot off Sellwood Boulevard and Southeast Seventh Avenue. From the bluff, there is an overlook to Oaks Bottom, Oaks Park and the city skyline in the distance, along with the southern part of the west hills. Further along the bluff at the site of an old water tower recently removed, there is another vantage point for a view of Oaks Bottom. The city and amusement park are less visible from the old water tower viewpoint.

## **View of Bridges**

### ***VB 31-05: View of Ross Island Bridge from SE McLoughlin***

The view of the Ross Island Bridge, the west hills and the downtown skyline is from Southeast McLoughlin Boulevard as one travels northbound along the street. The location is at approximately the alignment of Southeast McLoughlin and Southeast Franklin Street. There is no safe place where motorists can pull off the roadway and stop to enjoy the view, but the view is sustained as one drives north.

### ***VB 31-24: View of Ross Island Bridge from slope adjacent to SE McLoughlin***

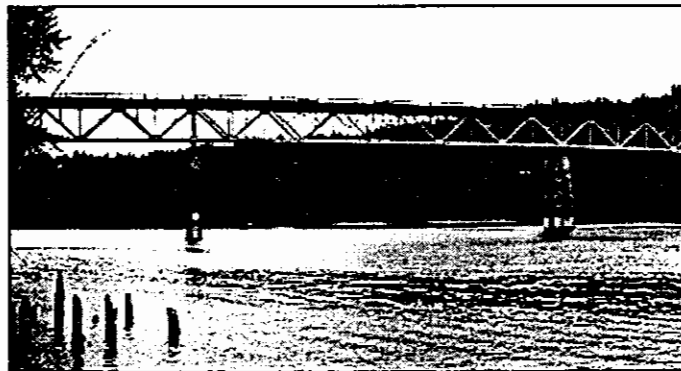
This viewpoint is an area adjacent to Southeast McLoughlin and sloping down to the Willamette River. It is on a parcel of land at approximately the alignment with Southeast Haig. The view is to the northwest and is of the Ross Island Bridge, the river, and the downtown skyline with the west hills rising behind. The northern end of Ross Island is to the left in the view.

### ***VB 38-24: View of Sellwood Bridge from Pioneer Church***

This view of the Sellwood Bridge is from the back of Pioneer Church, where there is a small patio with benches. The view is to the southwest with a multistory office building prominent in the view to the right. A multistory restaurant is prominent in the view on the left. Shrubbery on the site partially blocks this view. The wooded slopes of the west hills rise above the bridge on the far side of the river.

### ***VB 38-26: View of Sellwood Bridge from Sellwood Riverfront Park***

The viewpoint is in the Sellwood Riverfront Park which is developed with picnic benches, both sandy and grassy areas, and direct access to the river. The view is up and down and across the river; the Sellwood Bridge is prominent in the view. The view includes areas directly across the river where there are both commercial development and open spaces. The wooded hillsides of Riverview Cemetery are visible above the bridge.



A view of the Sellwood Bridge from Riverfront Park.

## Scenic Sites



Although located in an urban neighborhood, Reed College offers many natural amenities, such as Reed Lake, which is fed by Crystal Springs.

### *SS 32-04: Reed College*

Reed College is located at Southeast Woodstock Boulevard and Southeast Thirty-second Avenue. The site is approximately 100 acres in size and is developed with a number of buildings. One of the structures, which was built in 1912, is a Portland Historic Landmark. Crystal Springs Creek is located along the northern portion of the campus in an area that is less developed than the main

portion of the campus. The campus has large grassy yards with towering trees that front onto SE Woodstock.

## Scenic Corridors

### *SD 01-04: Willamette River from Elk Rock Island to Kelley Point Park*

Within Portland, the Willamette River flows north from one city park (Elk Rock Island) to another (Kelley Point Park) to its confluence with the Columbia River. The river flows past other city parks, Ross Island, and a mixture of residential, commercial and industrial development. From the river there are many outstanding views of the west hills and the downtown skyline. Most areas along the river have been modified over time, sometimes by natural processes, but usually by humans. Some of the more natural areas harbor great blue heron and other bird life. Travel along the river also includes passing under many bridges.

### *SD 38-29: Sellwood Boulevard*

This scenic drive begins along Southeast Seventh Avenue adjacent to Sellwood Park near the parking lot. Southeast Seventh leads directly to the southern end of Sellwood Boulevard. The drive continues along Sellwood Boulevard and provides views of Oaks Bottom, the Willamette River, the west hills and the downtown skyline. The open, upper elevation of the bluff provides dramatic glimpses of blue herons feeding in Oaks Bottom. The drive is relatively short, less than a mile in length. Parking is allowed only on the east side of the street. The drive can be approached from the south via the Sellwood Bridge or from the north using Southeast Milwaukie. The drive skirts a primarily residential area.

*SD 39-01: Johnson Creek*

Johnson Creek is partially bordered by city parks, and it flows near or under rights-of-way where it can be viewed. The two major parks along the creek that are within the EPCP area are Johnson Creek Park and Tideman-Johnson Park.

Other scenic and interesting places to view the creek are at the dead end of Southeast Harney Street (west of Southeast Forty-fifth), where a fish ladder constructed by the Works Progress Administration was built in the 1930s, and at the covered bridge at Southeast Deardorff Road. In some locations the scenic quality of the creek and its wooded setting have been degraded by human settlement, nearby land development, channelization of the creek, or the visual blight of litter. The flow of the creek varies enormously during the year, sometimes flooding surrounding areas during the spring.



## H. Economy & Jobs

### Introduction

#### Included in this Section

This section includes information on national trends affecting the economy of the *East Portland Community Plan* (EPCP) area, as well as information on the type and pay scale of occupations engaged in by its residents. The section also describes the largest employers located in the EPCP area and describes employment trends in the area over the last fifty years.

#### For More Information

Related information may be found in other sections of this document. For more detailed information on...

...land uses related to economy and jobs (e.g. commercial and industrial areas, and area institutions), refer to section C. *Land Use*.

...income levels in the EPCP area, refer to section B. *People*.

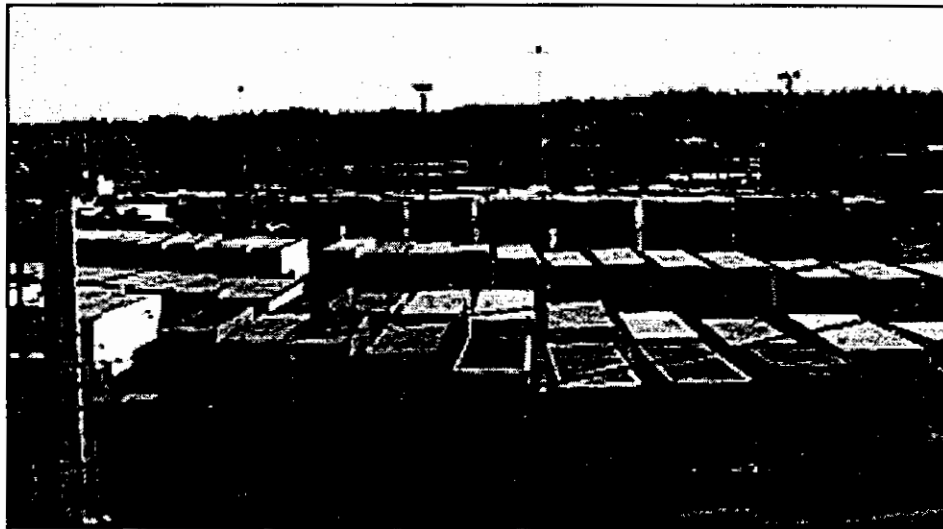
...detailed employment and income trends, refer to *Appendix A*.

#### Overview

National and global trends affect the EPCP area economy, and the health of the EPCP area economy is dependent on the economic health of the region as a whole. Some EPCP area workers have lost jobs as some of the region's larger area employers have been involved in mergers, acquisitions and work force down sizing. However, the economy of the Portland region is currently robust, and Portland's unemployment rate is one of the lowest in the United States. The majority of new jobs in the region are being created in outer areas such as Washington County, and overall, workers within the EPCP area are commuting farther than they did 10 years ago. Fewer EPCP area workers are employed in manufacturing related positions than they were 10 years ago, and more EPCP area residents work at home today than they did in 1980. Despite these trends, the EPCP area continues to be the location of a diverse employment base including retailers, wholesalers, mid sized manufacturers and distributors, and several large institutions.

## **Global Economic Forces**

The economic forces affecting the EPCP area have grown increasingly regional and international in scope and examining the economy at the scale of the plan area is difficult. Not only is there limited data available at this scale, but the data is not likely to tell the whole economic story. The economic strengths of particular neighborhoods or districts are generally less important to workers than the economic strength of the metropolitan region as a whole. This region, in turn, competes internationally with other firms and work forces. For example, the 1996 relocation of Pendleton Woolen Mills jacket manufacturing from Sellwood to Mexico, and a loss of 119 jobs, was blamed on international treaties that reduced trade barriers and tariffs.



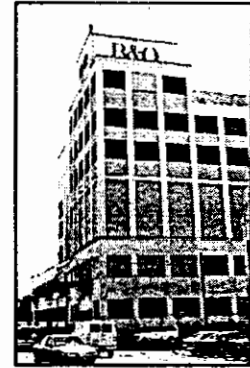
Railroads play an important part of Portland's role as a transportation hub.

Despite the increasing globalization of Portland's economy, local attributes affect Portland's performance in this economy. Portland is situated as an important transportation hub for the Pacific Northwest. Located at the confluence of two rivers, the city has five marine terminal ports which specialize in wholesale trade. The Portland airport is the fastest growing large airport in the country. The city also has a competitive transportation advantage over other west coast cities due to the relatively flat approach from the east along the Columbia River Gorge. Several major north-south and east-west rail lines intersect in Portland. Major interstate highways also meet in Portland, where the east-west route Interstate 84 terminates at the intersection with the north-south Interstate 5.

The EPCP area is directly impacted by many of these modes of trade and transportation. The Brooklyn Yards serve as the point of entry for the north-south railroad line. The Banfield Freeway (Interstate 84) runs through the

northern portion of the plan area and Interstate 5 runs through Portland just to the west of the plan area; truck traffic traveling to and from the Central Eastside Industrial District along these highways impacts EPCP neighborhoods.

Although these transportation routes may adversely impact neighborhood livability, the routes support family wage jobs for residents and are important to the region as a whole. The rail lines through inner east Portland serve major statewide grocery distribution centers in Clackamas County, and the Central Eastside Industrial District businesses contribute a five hundred million dollar tax base and 17,000 jobs to the city of Portland.



The CEID is an important incubator for the city's employers.

## National Trends to Watch

### Intraregional Disparity

The economic health of the Portland metropolitan region as a whole is good. Portland was one of only five large metropolitan areas in the country to increase total manufacturing employment from 1990 to 1993, and manufacturing made up 12.1 percent of the region's job growth during this period. However, as in many other cities, economic growth is occurring predominantly in the suburbs of the region, and Multnomah County lost 1,100 manufacturing jobs between 1990 and 1994. This loss continues a long term trend of a diminishing manufacturing sector in the urbanized portion of the region; between 1970 and 1990, the percentage of Multnomah County jobs in the manufacturing sector fell from 22.3 percent to 16.5 percent. There is also a disparity between Multnomah County and the rest of the region from a work force perspective: in February 1996, Multnomah County unemployment was at 4.4 percent, while the region's rate was 4.2 percent. The experiences of other metropolitan areas have demonstrated that when the disparity between central city and suburbs of a region is too great, it begins to detract from the region's success.

### Merger and Acquisition

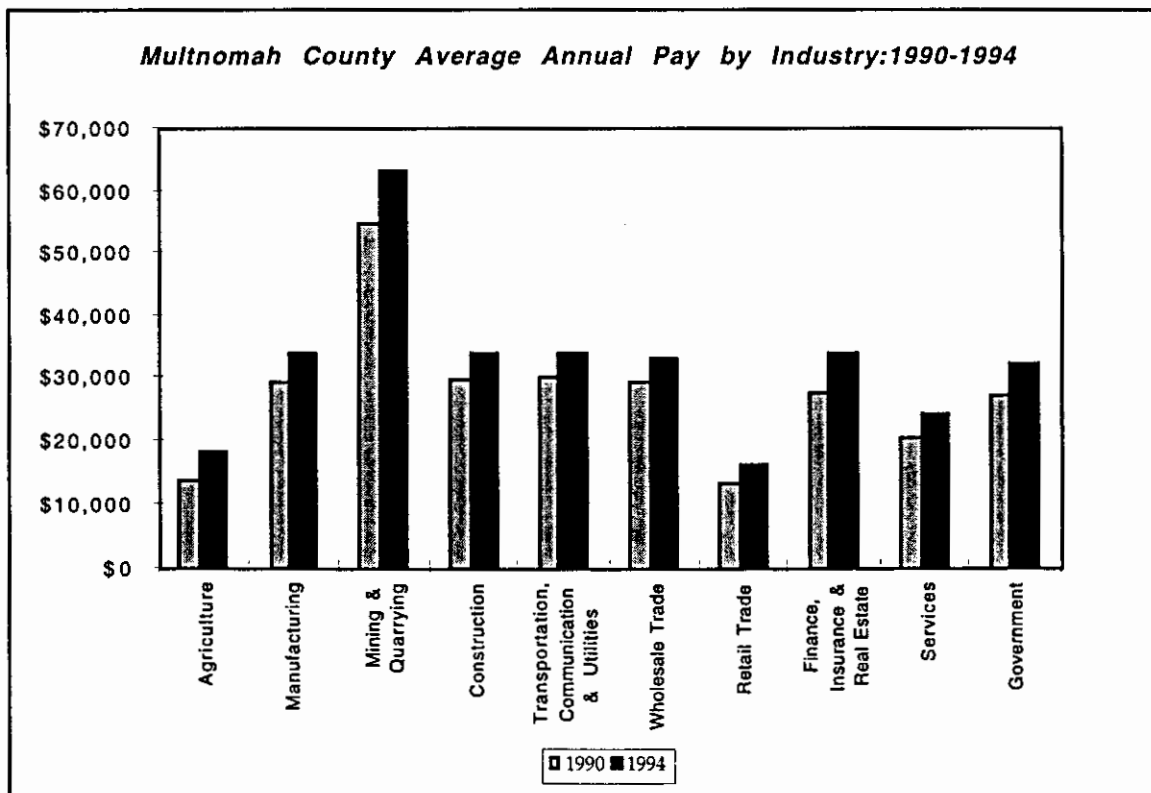
Several national and international economic factors have made mergers and acquisitions increasingly common in the late 1990s. The trend has affected Portland, and long-standing local companies have recently merged with or been acquired by outside businesses. These mergers may make the resulting corporations healthier due to greater efficiency and economies of scale, and they generally provide a greater return to shareholders, which may lead to

more investment in the local economy. However, the benefits often come with the costs of lost jobs, and, as corporate offices move out of the region, a loss of corporate concern and reinvestment into the local community.

Some large employers with a presence in the EPCP area have recently been involved in acquisitions: Union Pacific Railroad acquired Southern Pacific Railroad; Fred Meyer acquired Salt Lake City's Smith's Food & Drug Centers; and General Nutrition purchased Nature's Fresh Northwest. Other recent mergers affecting the plan area and the region include Minneapolis-based First Bank Systems' acquisition of US Bancorp and Enron's purchase of Portland General (the parent company of Portland General Electric).

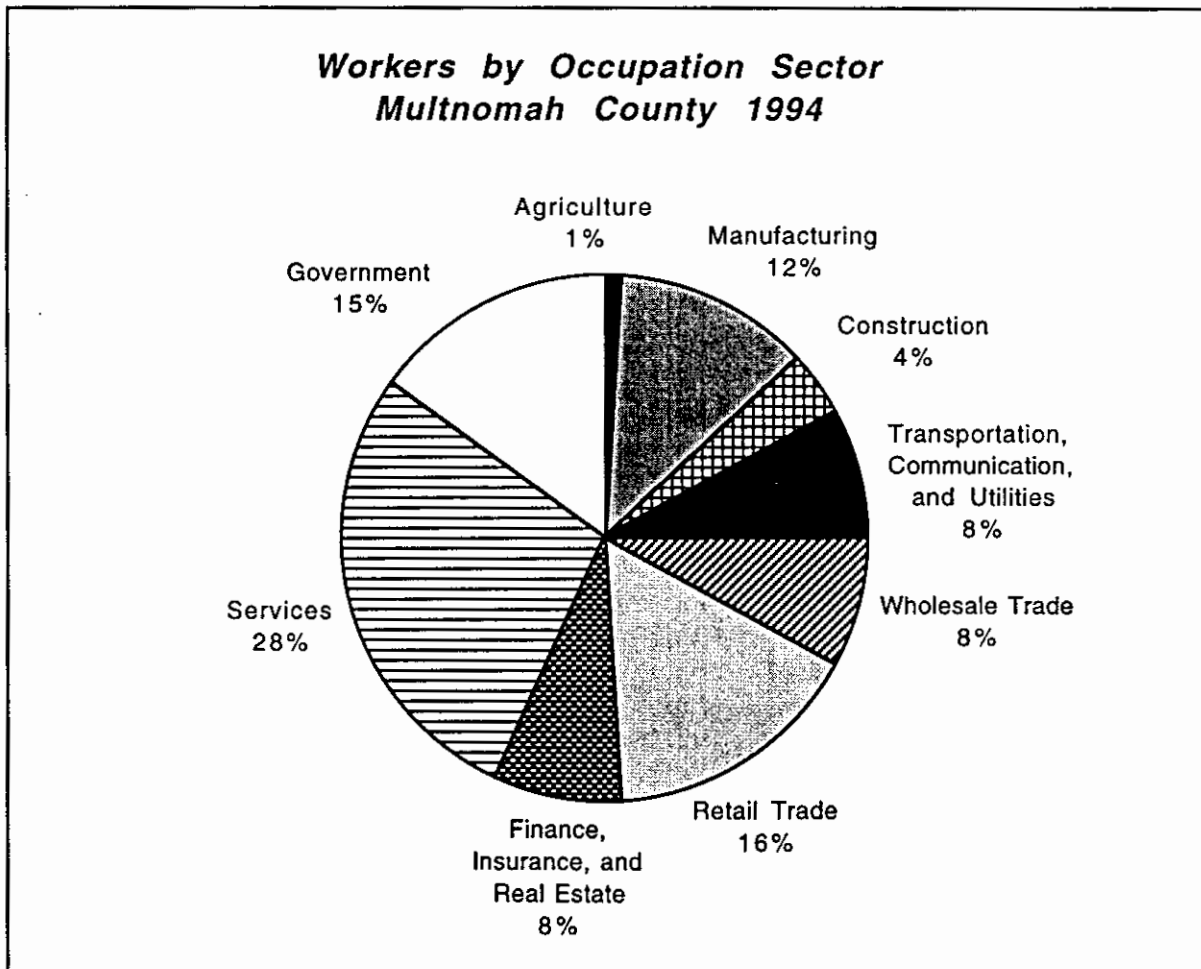
### Trends in the Local Economy

Manufacturing is an important staple of the Portland economy. The sector offers high quality, high wage jobs and products that have spin-off benefits for other sectors. The regional manufacturing economy has remained strong, especially in high-tech industries, after a period of diversification from a timber-based economy. However, figures from the Portland Development Commission forecast that manufacturing will decline in its share of employment in the Portland region by 2010, while the portion of jobs in trade and services will increase.



Figures from the Oregon Employment Department illustrate the comparatively low wages paid to retail trade and service sector employees, and the slow growth in wage levels in these sectors from 1990 to 1994. Retail trade and service sectors averaged an annual salary of only \$16,735 in Multnomah County in 1994, but accounted for 78 percent of the county's job growth from 1990 to 1994.

Much higher wages are available in several sectors; however, these sectors do not provide many jobs in Multnomah County. For instance, while annual average wages in mining and quarrying are in excess of \$50,000, these positions account for less than one percent of the jobs in the county. The county does have a large share of the region's government and transportation jobs. Multnomah County contains multiple city and county service offices as well as regional government offices and several state and federal facilities. As discussed, Multnomah County is at the hub of the region's transportation system.



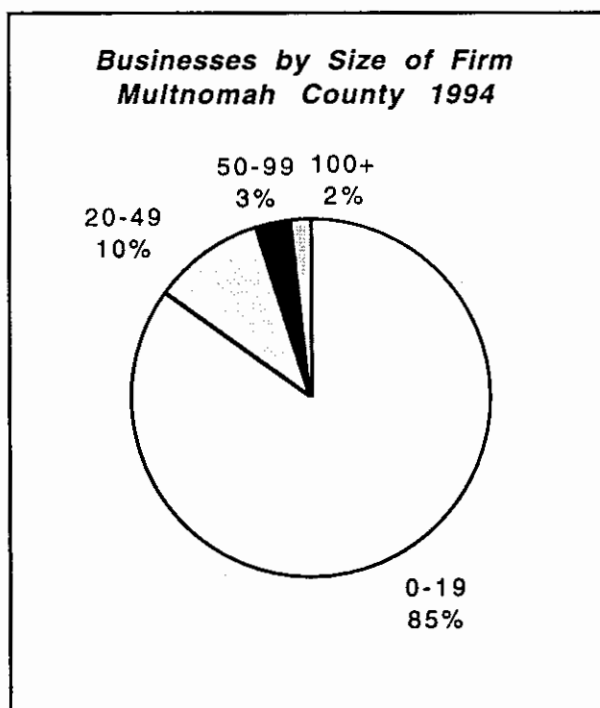
## Large Employers

Three of the 50 largest private sector employers in the region are located in the EPCP area: Fred Meyer (also a Fortune 500 Corporation), Providence Health System and Jantzen. Other large regional employers also have an EPCP area presence.

In 1994, the Portland Development Commission identified target industries for the Portland region. These industries contribute to the city's competitive advantages, offer family-supportive wages to city residents, and meet the city's environmental quality standards. The big employers in the EPCP area are, for the most part, excluded from these targeted industries. EPCP residents do have access to these higher wage industries in other parts of the region; however, to implement regional transportation policies encouraging people to live closer to their jobs, more opportunities need to be available within the plan area. The Portland Development Commission reports that while the city as a whole is experiencing employment growth in line with regional growth plans, it is not experiencing enough growth in high quality jobs.

## Small Employers

High quality jobs are not found only with large employers. Small employers make up a significant portion of the regional economy and play an important role, especially in the EPCP area, given the values and the size of available parcels. A closer look at firm size and other attributes in Multnomah County gives a fuller picture of the role of small businesses. While the overwhelming majority of Multnomah County businesses in 1994 employed fewer than 20 employees, larger firms still employed most of the region's residents and generated far larger aggregate payroll amounts.



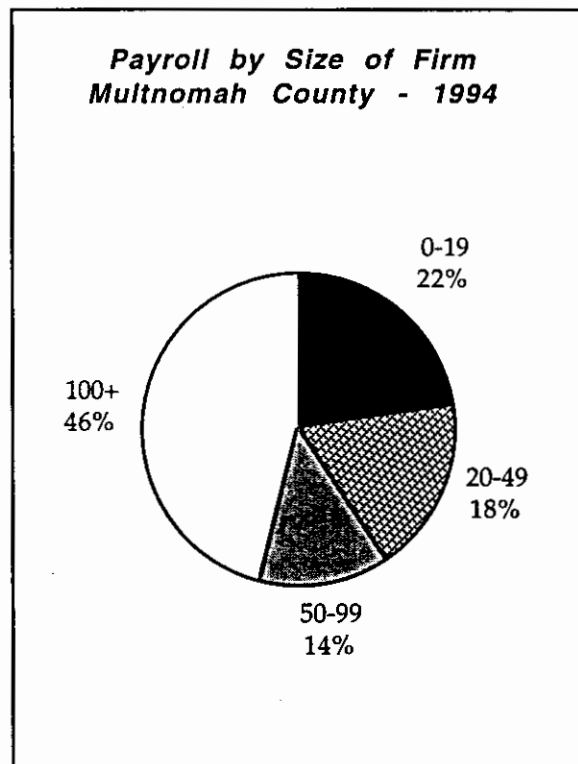
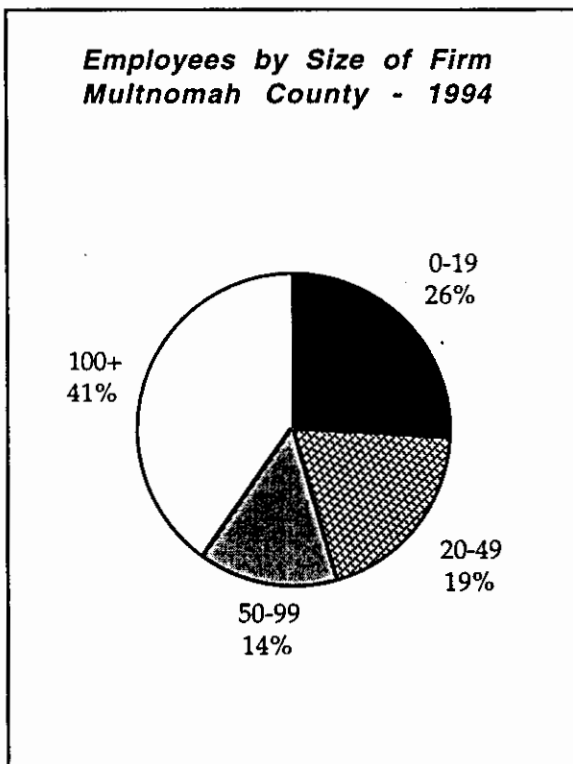
**Largest Employers in the EPCP Area**

Company Name & Address	# of Empl	Product
Providence Medical Center- 4805 NE Glisan St/1235 NE 47th Ave/5228 NE Hoyt St	3,175	Medical including: general medical & surgical hospital.
Fred Meyer-3800 SE 22nd Ave/3805 SE Hawthorne Blvd/6615 NE Glisan St	1,216	Grocery stores
Tri-Met 4012 SE 17th Avenue	1,000	Local & suburban transit; bus terminal & service facilities
Jantzen, Inc. 411 NE 19th Avenue	1,000	Women's & misses outerwear
Pacific Saw and Knife Co. 2700 SE Tacoma Street	625	Saw blades & hand saws; woodworking machinery
Nationwide Mutual Insurance Company 919 NE 19th Avenue	580	Management services
ABM Janitorial-Northern California 1320 NE 63rd Avenue	500	Building maintenance services
Paragon Cable 3075 NE Sandy Boulevard	485	Cable & other pay television services
Mount St. Joseph Residence & Extended Care 3060 SE Stark Street	340	Intermediate care facility
Eastmoreland Hospital 2900 SE Steele Street	303	General medical & surgical hospitals
North Pacific Lumber Co. 1505 SE Gideon Street	300	Lumber, plywood & millwork
Pepsico, Inc. 2505 NE Pacific Street	280	Groceries & related products
Pony Express Courier Corp. 4930 SE 26th Avenue	250	Courier services, except by air
Safeway -3940 SE Powell Blvd/2800 SE Hawthorne Blvd/4315 SE Woodstock Blvd	250	Grocery stores
Molded Container Corporation 8823 SE 13th Avenue	222	Plastics products, commercial printing, lithographic, advertising agencies
Peco Inc. 4707 SE 17th Avenue	218	Plastics
KATU 2153 NE Sandy Boulevard	208	Television broadcasting station
Adidas 541 NE 20th Avenue	200	Footwear
Adventist Rehabilitation and Extended Care 6040 SE Belmont Street	200	Skilled nursing care facility
American Medical Response, Inc. 1240 SE 12th Avenue	200	Local passenger transportation
James River Corporation 2424 SE Holgate Boulevard	200	Setup paperboard boxes & Folding paperboard boxes
Portland Bottling Company 1321 NE Couch Street	190	Bottled & canned soft drinks
Nature's Fresh Northwest 3016 SE Division Street	180	Miscellaneous food stores
Friendship Health Center 3320 SE Holgate Boulevard	157	Skilled nursing care facility
Presbytery of the Cascades Retirement Resid. 1300 NE 16th Avenue	140	Apartment building operators

The Portland region seems to be relatively successful in supporting small businesses, which may be more dependent on the public sector for providing adequate infrastructure and work force development to support their needs. A 1995 study looked at businesses employing fewer than 100 workers and found that Portland had the fifth highest rate of growth in small businesses from 1988 to 1992; the number increased 12.3 percent. The city also ranked seventh in number of small businesses per 1,000 residents.

*Home Office Computing*, a magazine targeting these businesses, ranked Portland in the top ten nationwide as a good place to operate a home or small business in 1994 and 1995. However, in 1996, mostly due to lower rankings in cost of living, taxes and regulation, and employment flexibility and unionization, Portland dropped to 30th place.

*Entrepreneur* magazine ranked the Portland region first in 1995 and 1996 as the best in the large city category for small businesses. The rankings were based on several performance indicators stressing business performance and state attitude toward small business. Portland topped the list because of its high job growth; support from public, private and banking sectors; and the willingness of small business owners to work for long term success over short term profits. Areas of challenge included the changing demands for telecommunications, transportation infrastructure, and higher education.





## Jobs

The table below shows the percentage of EPCP area residents employed in different sectors of the economy over time. It would appear that the manufacturing sector is steadily losing jobs to the office and service sectors. However, what is actually taking place is growth in the overall work force, with a relatively constant number of workers in the manufacturing sector. While the portion of residents employed in the manufacturing sector has steadily lost ground since 1940, the actual number of people employed in the sector has dropped by only 297 (out of over 13,000 workers) over that time period. For a more detailed breakdown by occupation type, refer to *Appendix A*.

### ***EPCP Area Jobs by Type: 1940-1990***

	Office	Manufacturing	Service
1940	57%	38%	14%
1950	61%	35%	12%
1960	56%	32%	12%
1970	56%	30%	14%
1980	58%	26%	14%
1990	62%	23%	15%

Employment by sector for the EPCP area reflects almost exactly the breakdown for the city. This is somewhat surprising given the area's proximity to the central city, where many public sector facilities are located.

### ***EPCP Workers by Sector 1990***

	EPCP	CITY
Private Sector	70%	70%
Non-Profit	9%	9%
Local Government	7%	6%
State Government	3%	4%
Federal Government	3%	3%
Self-Employed	8%	8%

## **Commuting Patterns**

A 1997 study by the Portland State University Center for Population Census and Research found that residents of Multnomah County were much less likely to commute outside of the county to get to work. In fact, the county tended to draw workers from other counties. Eighty-one percent of Multnomah County residents worked in Multnomah County, and almost 40 percent of the jobs in the county were held by residents of other counties.

Between 1980 and 1990, the average commute time to work for EPCP area residents held steady, increasing from only 22.85 minutes to 22.91. The largest increase in average commute time was 3.29 more minutes for those in the Hollywood area and the largest decrease was 3.39 fewer minutes for workers in the northeastern portion of Woodstock.

The place of work of EPCP area residents supports the data showing a shift in jobs from the central city to suburban areas. A slight decrease in the number of people working in the city of Portland was offset by slight increases in people working elsewhere in the region or outside the region.

### ***EPCP Workers by Place of Work 1980-1990***

<i>Place of Work</i>	<i>1980</i>	<i>1990</i>
<i>Portland</i>	<i>82%</i>	<i>78%</i>
<i>Portland Region</i>	<i>17%</i>	<i>19%</i>
<i>Outside Region</i>	<i>1%</i>	<i>3%</i>

## I. Crime, Public Safety and Emergency Services

### Introduction

#### Included in this Section

This section presents fire and crime incident data for the *East Portland Community Plan* (EPCP) area and describes public safety programs offered to the area by the city of Portland.

#### For More Information

Related information may be found in other sections of this document. For more detailed information on...

...the basic services provided by the Bureau of Fire, Rescue and Emergency Services and the Police Bureau, refer to section *E. Infrastructure*.

...detailed crime and fire trends, refer to *Appendix G*.

#### Overview

The EPCP area shows crime rates similar to the city as a whole. In the mid-1990s crime rates throughout the city slowly declined. The most common crimes in EPCP neighborhoods relate to car break-ins and vandalism. Some gang activity has also been reported in the area. The Bureau of Police administer several programs designed to prevent crime in partnership with community residents, including the Community Policing and Citizen Watch Programs.

The EPCP area has seen a decrease in total crimes reported, but an increase in total damage due to fire since 1990. The top three cause of fires in the EPCP area, as in all areas of the city, is smokers' carelessness, followed by juvenile use of fire, then by arson. The Bureau of Fire, Rescue and Emergency Services administers numerous prevention programs, including: Fire Safety Curriculum in Schools, the Smoke Detector Installation Program, and Community Emergency Services.

## **Crime Prevention and Programs**

### **Crime Trends**

Portland followed the national trend of slowly declining crime rates in the early and middle 1990s. The neighborhoods within the EPCP area display crime rates very near the average for the city as a whole. Of the 25 percent of citywide households that have been victimized by crime, the highest levels of reported victimization occur in the Southeast Precinct. Tables E.1 and E.2 in *Appendix G* compares the 1990 and 1996 totals of different types of reported crimes in the EPCP neighborhoods and indicates the per capita crime rate.

The per capita crime rate accounts for the differences in land area and population among neighborhoods. Neighborhoods with high incidences but large populations like Richmond have a lower actual *rate* than neighborhoods with small populations such as Hollywood. The per capita crime rate may inflate crime in high-activity but low-population neighborhoods such as Kerns, Buckman, and Hosford-Abernethy.

As shown in tables E.1 and E.2 in *Appendix G*, neighborhoods closer to the central city display higher crime rates than those farther out. These issues can be explained in part by the presence of the Central Eastside Industrial District (this area is the western ends of Kerns, Buckman, and Hosford-Abernethy Neighborhoods) and Hollywood's status as a commercial center. In these areas, the population statistics do not reflect the large non-residential population which frequents the area, and the per capita crime rate appears larger than it actually is. (See *Appendix G* for detailed crime statistics by neighborhood for the years 1990 through 1996.)

Between 1990 and 1996 the most common acts of crime in East Portland neighborhoods related to breaking into cars, vandalism, and other types of larceny. Auto theft and residential burglary were the next most common types of crime. The Gang Enforcement Team of the Police Bureau reports that most gang activity occurring in inner southeast Portland involved Asian and Hispanic youths.

In 1990, Buckman had the highest total number of crimes (1,988), while Hosford-Abernethy had the next highest (1,186). In Buckman most of the crimes occurred in the western industrial half of the neighborhood. In 1990, the fewest crimes were reported in Ardenwald (26 crimes), Eastmoreland (311 crimes), and Laurelhurst (315 crimes).

In 1996, Buckman still had the highest total number of crimes (1,647), although the figure decreased by about 17 percent between 1990 and 1996. In 1996, Sellwood-Moreland had the second highest number of total crimes (1,051). In 1996 Hosford-Abernethy reported 861 total crimes, a decrease of 27.4

percent between 1990 and 1996. The fewest crimes in 1996 were recorded in Ardenwald (52), Reed (253) and Laurelhurst (271). In Eastmoreland total crimes (339) increased by 9 percent between 1990 and 1996.

The following neighborhoods had the highest number of crimes of various types reported in 1990 and 1996 for the EPCP area:

<i>Types of Crime</i>	<i>1990 - Highest Crime</i>	<i>1996 - Highest Crime</i>
Murder	Reed (2)	Buckman (4)
Rape/Sodomy	Buckman (21)	Sellwood-Moreland (15)
Molest	Buckman (19)	Sellwood-Moreland (14)
Robbery	Buckman (88)	Buckman (51)
Aggravated Assault	Buckman (142)	Buckman (88)
Residential Burglary	Buckman (142)	Sellwood-Moreland (136)
Non-residential Burglary	Buckman (146)	Buckman (89)
Arson	Buckman (28)	Kerns (14)
Theft from Auto	Buckman (429)	Buckman (501)
Bike Theft	Sellwood-Moreland (35)	Buckman (36)
Other Larceny	Buckman (396)	Buckman (363)
Auto Theft	Buckman (316)	Buckman (186)
Vandalism	Buckman (228)	Buckman (194)

### Community Policing Program



The Police Bureau is an important partner in cooperative efforts to solve community problems. Through their *Community Policing Strategic Plan*, first adopted in 1988, the bureau enforces the law and helps resolve neighborhood public safety and quality of life issues. The Community Policing Program emphasizes developing relationships between law enforcement officers and local residents. The program encourages locally designed crime prevention

programs by developing partnerships with private, nonprofit, and public agencies to solve problems. The main goals of the program are to:

- reduce crime and fear of crime;
- empower the community;
- develop and empower personnel; and
- strengthen planning, evaluation, and fiscal support.

As part of the Community Policing Program, the Police Bureau offers several programs and tools that help accomplish its goals.

## Crime Prevention Programs and Tools

The district coalition offices of Central Northeast Neighbors, Northeast Coalition of Neighborhoods, and Southeast Uplift have traditionally devoted staff persons to crime prevention programs. Until June 30, 1996, seventeen crime prevention specialists at coalition offices worked in conjunction with the Police Bureau and the neighborhoods to implement community policing through development of programs and public actions in the crime prevention arena. On July 1, 1997, this system was modified. Under the new system there are 11 crime prevention specialists who are employees of the city's Office of Neighborhood Associations. These city employees are housed at the district coalition offices.

Two city crime prevention specialists are assigned to Northeast Coalition of Neighborhoods (NEC), one to Central Northeast Neighbors (CNN), and three to Southeast Uplift. While Southeast Uplift's crime prevention efforts extend beyond the boundaries of the EPCP, many of their projects are within the plan area. Following are some of the programs and projects organized by Southeast Uplift, the Police Bureau, and other agencies and organizations which occur within the EPCP area:

- *Partnership Agreements*

The Police Bureau develops partnership agreements with individual property owners to eliminate problems such as drugs, prostitution, gambling, alcohol, nuisance and other criminal activities. The agreements are often associated with specific city parks, apartment buildings, drug houses, businesses and neighborhoods with significant crime and livability problems. The agreement formalizes a partnership between the concerned neighborhood association, neighborhood liaison officers, neighborhood representatives, property owners, and the Police Bureau to address problems that have been identified through community input and the cooperative efforts of business and other property owners.

The intent of the agreement is to work with all parties and agencies involved, and to come up with ideas to minimize crime and keep the area safe. For example, if youth loiter in parks late at night, vandalize property and create trouble, the members of the partnership work together to find solutions to address the problem. The solutions may be as simple as turning on the water sprinklers every night at 10:00 p.m. so that people do not gather in the park after dark.

Copies of partnership agreements can be obtained from the Police Bureau or Southeast Uplift. Each agreement is reviewed by the Police Bureau after about a year. In the last six years about 30 problem-solving partnership agreements were initiated within the EPCP area to eliminate drug

problems. The following is a sampling of the agreements signed since 1989 in the EPCP area and within the Central Eastside Industrial District.

<i>Partnership Agreement Titles</i>	<i>Problems/Intentions</i>
• Lower East Burnside Demonstration Project, 1989	Drugs and other criminal activity related to alcohol and prostitution
• Galaxy Lounge Partnership Agreement (SE 9th and Burnside), 1996	Drugs, prostitution and nuisance
• SE 37th Avenue House Partnership Agreement, 1993	Criminal activity and nuisances related to drugs and alcohol
• Johnson Creek Massage/Blaine Whipple Partnership Agreement, 1993	Prostitution
• Market Basket/SMILE Partnership Agreement, 1992	Nuisance - litter, noise, fighting, speeding
• Franklin Market Good Neighborhood Plan Partnership Agreement, 1993	Nuisance - litter and truancy
• Mt. Tabor Pub Partnership Agreement, 1993	Anticipation of problems related to selling of alcohol
• United SE Business Partnership Agreement, 1993	Exclude criminal activities, alcoholic consumption, panhandling, loitering, camping, prostitution, and assaults from SE Portland area businesses, especially along Hawthorne Boulevard

• *Youth Programs*

The Police Bureau conducts four major programs that work with youth.

DARE - Drug Abuse Resistance Education



This is a collaborative effort by DARE certified law enforcement officers, educators, students, parents and communities to offer an educational program in the classroom to prevent or reduce drug abuse and violence among children and youth. For additional information call 823-2186.

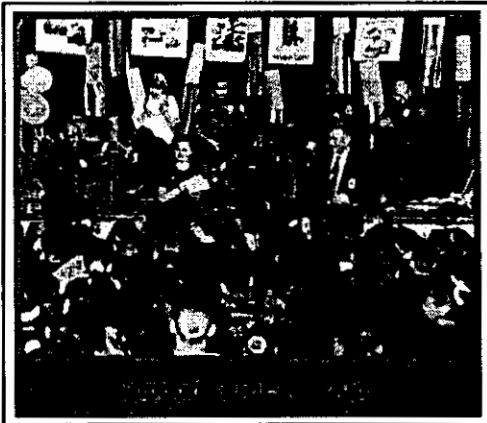
PAL - Police Activities League of Greater Portland

PAL is a partnership between youth, police, and the community geared toward building positive relationships through recreational, athletic, and educational programs. PAL provides programs through Multnomah County in parks, schools, and summer camps. The PAL Bud Monnes Youth Center located in northeast Portland offers activities such as arts and crafts, games room, and an open gym. To register and get more information call 256-3479.



GREAT - Gang Resistance Education and Training

This is a national program that helps reduce gang activity and educates young people about the consequences of gang involvement. It directs them towards more constructive activities so that gang participation loses its attraction. Through the cooperative efforts of law enforcement and the educational system, this nine week program provides children with the knowledge, attitudes, and skills necessary to resist the pressures of gangs and their influence. For more information call the Police Bureau at 823-4186.



SMART

This program is offered through the school system and it teaches children to read.

• *Youth Services Sponsored by Other Agencies*

Portland Impact works in partnership with the community to provide high quality, culturally relevant human services designed to alleviate the effects of poverty. Through its two Southeast Family and Youth Centers, (one on Hawthorne Boulevard and one in Brentwood Darlington), Portland Impact conducts several programs for youth and families. The programs ensure constructive use of spare time and work to prevent youth from getting involved in crime related activities.





The Family Advocacy Program at the Hawthorne site assists families who are struggling with parenting responsibilities, out of control youth, substance abuse, or lack of income. The program provides basic food, clothing, housing, assistance in finding a job, and educational, recreational and social opportunities. The Violence Prevention Project, also conducted at the Hawthorne site, is a collaborative effort with local schools and the Regional Arts Council to prevent family and youth violence.

In the EPCP area many other youth activities are conducted by St. Vincent De Paul, located on Powell Boulevard, and Portland Public Schools.

- ***Landlord Training Program***

This program began in November 1989 and was developed to train and educate landlords on how to keep illegal activity and drug activity out of rental property. The content of the course was developed through a process of intensive research with over 40 organizations and individuals including landlords, management associations, private attorneys, public defenders, housing authority personnel, tenant screening companies, narcotics detectives, district officers, and many others. Since the program was started, over 5,500 landlords and property managers have been trained, impacting more than 100,000 rental units in Portland.

- ***Landlord-Tenant Mediation***

The program is sponsored by Multnomah County's Community and Family Services Division and is part of a larger effort to prevent homelessness. The service offers free out of court mediation for landlord and tenant disputes. Landlords and tenants interested in the program can call 282-1964.

- ***Police at Home Program***

This program addresses public safety in certain specially selected neighborhoods in the city to increase home ownership. A portion of the Sunnyside Neighborhood is the only place within the EPCP area eligible for this program.

- ***Neighborhood D.A. Program***

The goal of this program is to improve quality of life within the neighborhood or business district. A deputy district attorney is assigned to a specific geographic area and charged to identify the following; the major public safety problems in the area; the key individuals, groups and organizations who want to improve the area; and the existing resources within the community that can be used to resolve the problems. Long term strategies to deal with crimes, such as theft and vandalism, car prowls, aberrant public behavior, and illegal camping are then developed and implemented.

- ***Combat Auto Theft Program***

The Combat Auto Theft (CAT) Program was started in May 1993 and has since signed up hundreds of participants. Motor vehicle owners may voluntarily register for this program and place a decal on the vehicle's rear window. Once the decal is displayed, police can stop the vehicle between 1 a.m. and 5 a.m. to determine if the driver is the owner, or is authorized by the owner to drive the vehicle. These stickers signal police that the vehicle is owned by someone unlikely to be driving between 1 a.m. and 5 a.m. and that the vehicle may have been stolen. This program has been effective in reducing auto theft.

- ***Gang Enforcement Team***

The Gang Enforcement Team Office is located at 449 Northeast Emerson. The team has been reorganized as part of the city's fiscal year 1997-1998 budget. Most of the team has been made a part of the Traffic Division. This means that the team no longer has its own Captain, but it does retain its Lieutenant. The drug enforcement part of the team has been transferred to the Drugs and Vice Division.

Gang enforcement is comprised of the following four elements:

1. Information gained by routine patrolling is used to identify gang members and to develop special missions. This involves going into neighborhoods and areas that gangs frequent. When a chronic problem is identified, a special mission is devised and this mission is carried out with support from the responsible precinct.
2. Gang activity is tracked, and information gained is assembled in reports. This information is shared with other law enforcement personnel and the community at large.
3. Special investigations are conducted of gang members suspected of trafficking in narcotics. Warrants are obtained to search suspected neighborhood drug houses, and undercover missions are devised to survey persons suspected trafficking drugs at street corners.
4. Follow-up investigation are conducted for crimes believed to be gang related. These investigations usually involve incidents where persons have been shot, stabbed, or seriously injured.

Even under the new budget, gang enforcement activities continue very close to 1996 levels. City gang enforcement relies on the community, crime prevention units, educational institutions, and other community groups for information and support. Community mobilization helps the city take a sophisticated approach in dealing with youth and gang issues.

- ***Citizen Watch Programs and Foot Patrols***

Neighborhood Watch

The Neighborhood Watch Program is the cornerstone of the Community Policing Program. This program trains residents to be alert and look out for trouble-related situations. For neighbors interested in this program, special training sessions are conducted by crime prevention staff at Southeast Uplift. The first sessions cover the logistics of holding a neighborhood meeting and developing a block map and phone tree. The second session trains neighbors on recognizing and reporting suspicious activities, home security, and problem solving.



Within the EPCP area, almost all neighborhoods have neighborhood watch groups. There are approximately 200 such groups operating in the 18 EPCP neighborhoods. For more information contact Southeast Uplift at 232-0010.

Apartment Watch Program

This program is designed to reduce both the fear of crime and the incidence of crime for apartment owners, managers, and tenants. Participants receive information on how to protect their property and increase the level of personal safety.

Citizen Foot Patrols

This program trains community members who want to extend the "watching and reporting" principles of the Neighborhood Watch Program from their homes to the sidewalks, streets, and parks of their community. The Police Bureau helps define, register, coordinate, and assist citizen patrols while ensuring an ongoing, positive relationship between members of the bureau and the community. Citizen foot patrols operate in residential neighborhoods, business districts, and parks.

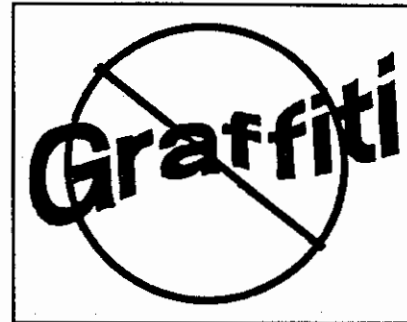
Southeast Uplift helped organize over 60 neighborhood and apartment watch programs and six foot patrols in 1996.

- ***Anti-Racism Action Plan***

This program educates people about crime prevention measures related to anti-racism and has operated for eight to nine years as part of Southeast Uplift.

- **Graffiti Removal Project**

Southeast Uplift partners with Americorps volunteers to tackle graffiti issues in the area. Southeast Uplift holds training sessions for interested groups to provide information on graffiti prevention efforts, what happens to graffiti vandals when they are caught, how to organize a graffiti removal group and how to remove graffiti.



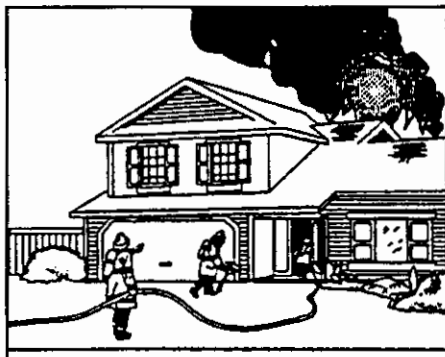
The Police Bureau and Southeast Uplift encourage neighbors and businesses to report graffiti so that the bureau can track the vandalism, target areas for cleanup, and apprehend "taggers." The Police Bureau staffs a Graffiti Hotline from 7:00 a.m. to 8:00 p.m. The number to call is 823-4-TAG.

## Fire and Emergency Services

The Bureau of Fire and Emergency Services both suppresses and prevents fires. The bureau is also a "first responder" to life threatening conditions and is an important player in the regional hazardous material spill and natural disaster response teams.

### Fire Trends

In 1995-96 there were a total of 487 fires in the EPCP area. The total number of fires in the EPCP area has decreased by 21 percent since 1991-92 when 615 fires were reported. The number of fires reported in the EPCP area in 1995-96, made up about 17 percent of the total fires reported citywide. Most of the fires (over 45 fires on average) between 1991 and 1996 occurred in the inner portions of Kerns, Buckman, Hosford-Abernethy, and Brooklyn (census Tracts 10 and 21).



Between 1991 and 1996, in the EPCP area, the largest number of civilian deaths (4) due to fires occurred in 1993-94. In the last five years no firefighter deaths were reported. The total value of property lost to fire increased by 210 percent between 1991 and

1996 within the EPCP area, while it decreased by 27 percent citywide. In 1995-96, the greatest number of EPCP residential fires resulting in \$1,000 or more in property loss occurred in Kerns and the inner portions of the Buckman and Brooklyn neighborhoods (census tracts 10, 11.01, 20, and 21).

The following table shows the fires that occurred between 1991 and 1996 and indicates the extent of losses of lives and property within the EPCP area and the city as a whole.

	1991-1992		1992-1993		1993-1994		1994-1995		1995-1996	
	EPCP Area	City	EPCP Area	City	EPCP Area	City	EPCP Area	City	EPCP Area	City
Total Fires	615	3,347	572	3,103	588	3,158	581	3,205	487	2859
Total Loss (in \$1000s)	1,607	23,173	4,034	14,960	2,530	18,802	2,451	14,915	4,984	16,884
Total Civilian Deaths	1	10	4	10	2	16	2	5	0	6

For more detailed fire statistics are please see *Appendix G*.

### Fire and Emergency Services

The Emergency Operations Division of the Fire Bureau provides numerous services including:

- fire suppression;
- emergency medical response in cases of sudden illness, injury at work, injury in home, and traffic accidents;
- emergency smoke removal;
- emergency water problems;
- hazardous materials spill response;
- trench/cave-in rescue;
- water rescue emergencies;
- high angle rope rescue;
- confined space rescue;
- Trauma Intervention Program (TIP) for emotionally traumatized citizens;
- Neighborhood Emergency Team (NET) coordination; and
- CPR classes taught by Fire Bureau personnel and offered at no cost to citizens.

The Prevention Division provides:

- youth education programs;
- the Smoke Detector Installation Program;
- fire cause investigation;
- evacuation planning;
- fire extinguisher use training;

- child firesetter intervention;
- fire code enforcement; and
- fire and life safety permits.

The Emergency Management Division provides:

- natural disaster preparation/planning; and
- dissemination of emergency preparedness information.

### **Selected Fire Prevention and Education Programs**

#### ***Smoke Detector Installation Program***

This program provides free installation of smoke detectors to low income home-owners, people with disabilities, and senior citizens. The Fire Bureau provides a hotline number, 823-3752, for the public to call and find out if they qualify for the program.

#### ***Fire Safety Curriculum in Schools***

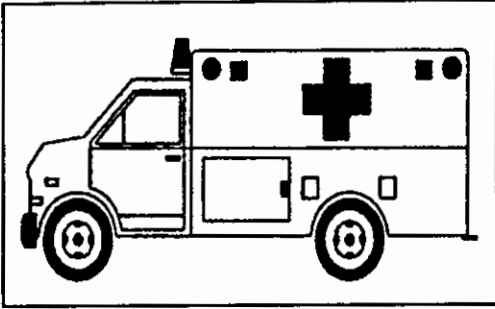
The Fire Bureau uses a nationally recognized curriculum purchased from the National Fire Protection Association. Presentations are made in 30 minute sessions to staff and children at public elementary schools. The bureau also works with interested private schools upon request. The program is supported by the Adopt-A-School Program in which each fire station adopts a school within their response area. This program is supported in part by corporate sponsors such as Portland General Electric.

#### ***Child Firesetter Intervention***

This program is designed to educate parents and children about fire safety and the consequences of fire. It is geared towards families who have experienced difficulties with children who have misused fire. For more information contact the Fire Bureau at 823-3806.

#### ***Fire Safety Programs for Business Communities***

This is a streamlined program for business communities that provides training in evacuation planning and fire safety planning. Participants enroll in a Fire and Life Safety Training Academy which provides four hours of instruction on fire safety. Materials are provided to participants to share with the other employees at the business. For smaller offices, the Fire Bureau provides packages that contain instructional brochures and video cassettes. Call 823-3775 for more information.



*Natural Disaster Preparation/Planning*  
Portland Bureau of Fire, Rescue and  
Emergency Services in conjunction with  
the Oregon Trail Chapter of the  
American Red Cross, other counties,  
cities, and cooperating agencies in the  
region has formed the Regional  
Emergency Management Group (REMG).  
The REMG provides information on  
family and community preparedness for

disasters. A brochure called "Before Disaster Strikes" provides instructions on preparing for disasters caused by fires, inclement winter weather, wildfire, floods, earthquakes, and potential hazardous material spills. For more information contact the Portland Office of Emergency Management at 823-3754.

### **Community Emergency Services and Neighborhood Emergency Teams (NET)**

Community Emergency Services (CES) is a strategy for developing partnerships between citizens and emergency service providers to enhance fire and life safety throughout the city. The bureau conducts outreach and communication with the community, involves citizens in project planning and implementation, and develops mutual accountability between the public and the Fire Bureau. One of the most effective components of the CES is the development of Neighborhood Emergency Teams (NETs).

The NET is a team of citizens trained and certified by the Fire Bureau to provide emergency assistance in their own neighborhood for 72 hours following a disaster such as severe winter storm or major earthquake.

NETs participate in extensive certification sessions and have the opportunity to participate in a hands-on exercise twice a year. The teams are also encouraged to volunteer with the Fire Bureau to promote fire and life safety in their own neighborhoods.

To date, about 250 NET members have been certified and about 75 others have partially completed the course. The 18 neighborhoods within the East Portland Community Plan area include 130 residents who are NET participants.

In addition to residents, the Fire Bureau also trains business teams. The Fire Bureau conducts an annual Train-the-Trainer course for safety officers and training managers of companies, as well as property managers who want to establish their own in-house disaster response teams. For more information on the NET program, call 823-4614.

# PART III

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Neighborhood Profiles



## Neighborhood Profiles

### Introduction

The *East Portland Community Plan* (EPCP) area includes all or a portion of 18 neighborhoods:

Ardenwald	Kerns
Brooklyn	Laurelhurst
Buckman	Mt. Tabor
Center	Reed
Creston-Kenilworth	Richmond
Eastmoreland	Rose City Park
Grant Park	Sellwood-Moreland
Hollywood	Sunnyside
Hosford-Abernethy	Woodstock

Each of the sections contained within *Neighborhood Profiles* includes information about the history, current land uses, transportation, and demographics of a particular EPCP neighborhood. In neighborhoods with an extensive amount of past planning, the section will include a brief description of past planning efforts.

The sections are arranged alphabetically by neighborhood. Buckman, Kerns, Hosford-Abernethy, Grant Park, and Rose City Park sections focus primarily on the portions of those neighborhoods that are within the EPCP boundaries. Because only a small portion of Ardenwald is within the city of Portland, information for this portion of Ardenwald has been combined with Eastmoreland in a section titled "Ardenwald/Eastmoreland."

### For More Information

Related information may be found in other sections of this document. For more detailed information on...

...the EPCP area as a whole, refer to *Part II Trends and Characteristics* of this document.

...detailed trends for EPCP area neighborhoods, refer to *Appendix C*.

## Ardenwald/Eastmoreland

### The History, the Place, and the Organizations

#### Ardenwald

The Ardenwald neighborhood extends beyond Portland's southern jurisdictional boundary, and approximately 78 percent of the neighborhood's 550 acres are contained within the city of Milwaukie. The 117 acres of the neighborhood within the city of Portland are within the *East Portland Community Plan (EPCP)* boundaries, and are bounded approximately by the waters of Johnson Creek to the north, Southeast Fortieth Avenue to the east, the city of Portland boundary to the south, and Southeast McLoughlin Boulevard to the west. There is also a small area of overlap between the Woodstock and Ardenwald Neighborhood Associations that extends east to Southeast Forty-fifth.



The portion of Ardenwald within the city of Portland was originally part of George Wills' donation land claim. Due to the influence of Johnson Creek, much of the area is characterized by steep slopes and marshes, and the land was slow to develop. Most (nearly 75 percent) of the approximately 200 residential properties in this portion of the neighborhood have been developed since 1945. A few houses are remnants of the early agricultural development of the area. The Cole Residence, a Portland Historic Landmark located in the 3400 block of Southeast Johnson Creek Boulevard was built in 1865. By 1912, the area was served by an "Ardenwald" station along the interurban rail line that ran through the Springwater Corridor from Portland to Estacada.

Johnson Creek continues to be a significant environmental feature in the area. To the north, in the Eastmoreland neighborhood, steep slopes reach down to the creek from Southeast Crystal Springs Boulevard. Likewise, the northern portion of the Ardenwald neighborhood is defined by the steep



The historic Cole residence in Ardenwald.

topography of the lots that extend north from Johnson Creek Boulevard to Johnson Creek. Many properties along the creek, as well as a portion of the industrial area along McLoughlin, are at least partially within Johnson Creek's 100 year floodplain.

Most of the portion of Ardenwald within Portland is included

in the *Johnson Creek Basin Plan District*. For more details on this plan district, refer to section G. *Natural Resources in Part I* of this document. Specific sites throughout the area are subject to environmental protection overlay zones to help retain the functional values of the creek, protect water quality, and control erosion and run-off.

Johnson Creek and the Eastmoreland Golf Course serve in combination as a significant transportation barrier along the northern edge of the neighborhood, and there is limited street connectivity between Ardenwald and other Portland neighborhoods to the north. There are no direct street connections across Johnson Creek into Eastmoreland. The Ardenwald neighborhood connects west across McLoughlin to Sellwood-Moreland via Southeast Tacoma Street, and northeast across the creek to the Woodstock neighborhood via Southeast Harney/Forty-fifth Avenues.

Several public open spaces are accessible within the Ardenwald neighborhood. At the northeastern corner of the neighborhood, Johnson Creek travels through Tideman-Johnson Creek Park, a public park used by residents throughout the neighborhood and region. Another popular recreation area, the Springwater Corridor trail, was built on the converted interurban rail right-of-way and extends east across the Ardenwald neighborhood, through Tideman Johnson Creek park, and beyond into outer southeast Portland.

Due in part to environmental constraints and the lack of street connections, the portion of Ardenwald within the city of Portland is composed primarily of designated open space and large (seven and ten thousand square foot) residential lots. A portion of the neighborhood on the west is in industrial use, with freight access to McLoughlin Boulevard, and the Southern Pacific rail line.

### Eastmoreland

The Eastmoreland neighborhood is predominantly a single-dwelling residential neighborhood just over 740 acres in size. The neighborhood is bounded on the northern edge by Southeast Reedway, the Reed College campus, and Southeast Woodstock Boulevard, to the east by Southeast Thirty-ninth Avenue, to the south by Johnson Creek, and to the west by the Southern Pacific Railroad right-of-way.

Eastmoreland was originally a portion of the donation land claims of Alfred Llewellyn and Jacob Wills. William M. Ladd ultimately acquired a large part of both claims after Wills' death in 1891 and operated the lands, including what is now Westmoreland, as Ladd's Crystal Springs Farm.



Much of Eastmoreland's current land use pattern was determined when the prominent Oregon surveyor, R. S. Greenleaf platted the neighborhood in 1909 for the Ladd Estate Company. The Ladd family had also been responsible for the development of the distinctive patterns of Ladd's Addition and Laurelhurst. The eastern boundary of the original Eastmoreland plat was just beyond Southeast Thirty-sixth Avenue.

In about 1910, the Ladd Estate Company began selling lots within the Eastmoreland subdivision. The sales were targeted to professional families with enough money to afford an Eastmoreland home and an automobile to get them to it. Even prior to its construction, Reed College was used as a selling point for Eastmoreland's homes. The first house was built in 1911 and is today included on the National Register of Historic Places. During the early years of the subdivision, prominent architect Ellis Lawrence, who was under

contract with the Ladd Estate Company, designed and built several "spec" houses in the neighborhood.

The construction of streets, sidewalks, water and sewer connections occurred about 1912. The first two buildings of the Reed College Campus were completed in 1913. In 1914 the Duniway School opened as the "Eastmoreland School" at its current location on Southeast Reed College Place (the present school building was built and the school renamed in 1927). In 1918 the municipal Eastmoreland Golf Course opened for play on 150 acres donated by the Ladd Estate Company to the city parks department.

In 1926 the Ladd Estate Company sold its interest in the neighborhood, and passed the responsibility for continuing to develop and sell houses to the Eastmoreland Company. The neighborhood's development slowed during the depression, and the last home site in the original plat was finally sold in 1948.

In 1953, the Eastmoreland Community Club incorporated. The organization was very active during the 1950s and won a federal court injunction suit against Southern Pacific Railroad prohibiting the installation of a switching yard west of Eastmoreland. The club also successfully opposed the development of a Fred Meyer supermarket on the parcel now occupied by Union Manor in the Sellwood-Moreland neighborhood. This organization became the Eastmoreland Neighborhood Association in 1977.

Much of the land area at the neighborhood's northern and western edges is occupied by Reed College campus, Crystal Springs Rhododendron Garden, the Eastmoreland Golf



Reed College Place is the backbone of the Eastmoreland neighborhood.

Course, and Tideman-Johnson Creek Park. Other important neighborhood features include the Duniway Elementary School and Berkeley Park.

In addition to the large tracts of designated open space at its boundaries, the Eastmoreland neighborhood is further distinguished by its wide curvilinear streets, and larger than normal front yard setbacks. Like the Laurelhurst neighborhood, Eastmoreland is part of a city-recognized plan district that

requires greater than usual building setbacks from the street to maintain the established development character of the neighborhood. In 1990, the majority of Eastmoreland's housing units (87 percent) were owner-occupied; this was significantly higher than the owner occupancy rate in the EPCP area where 49 percent of units were owner occupied.

### **People: Ardenwald/Eastmoreland**

In 1996, Eastmoreland and Ardenwald had a combined population of 5,543. The population has grown by just over three percent since 1980. Households in these neighborhoods tend to be larger than in other neighborhoods of the plan area. In 1990, 42 percent of the households in the neighborhood were composed of more than two people (compared with under 30 percent in the EPCP area as a whole). Eastmoreland's average household size was just over 2.9 persons per household in 1996.

Residents of the neighborhoods tend to be well-educated. In 1990, 94 percent of persons over 25 had graduated from high school and 78 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.

Households tend to earn more than in other EPCP neighborhoods. In 1996 the median income for the neighborhoods was estimated at just over \$49,000. Of the neighborhoods in the EPCP area, only Laurelhurst had a higher median income and most other neighborhoods were estimated to have median incomes of less than \$35,000.

The neighborhoods are the least racially diverse of any in the plan area. In 1990, over 96 percent of their combined population was White, compared to 89 percent in the EPCP area. The neighborhoods do have a growing percentage of residents classified as Asian and Pacific Islander. The Asian and Pacific Islander population in the neighborhoods nearly doubled between 1980 and 1990 and in 1990 comprised about two percent of the neighborhood's total population.

Residents rely predominantly on single occupancy vehicles for their commute to work. In 1990 a greater percentage of the residents (70 percent) drove alone to work than in any other EPCP neighborhood. A larger percentage (four percent) also worked at home.

## Brooklyn Neighborhood

### The History, the Place, and the Organizations

The Brooklyn neighborhood is located on the east bank of the Willamette River, south of Southeast Powell Boulevard. The Brooklyn neighborhood contains approximately 525 acres within an area that is roughly bounded by Powell Boulevard to the north, Southeast Twenty-sixth Avenue to the east, Southeast Holgate Boulevard to the south, and the Willamette River to the west.

Brooklyn's history is rooted in the industrial development of the city of East Portland and of the Central Eastside Industrial District which lies directly north of the neighborhood. In 1851, Gideon Tibbetts settled the donation land claim called "Brookland," after the spring-fed brook that ran northwest to a slough on the banks of the Willamette. By 1891, Brooklyn was fully integrated into Portland's emerging streetcar network. In 1891, the name was shortened to "Brooklyn." After 1891, development occurred primarily within the flat land east of what is now Southeast Milwaukie Avenue. In 1893 the Southern Pacific Railroad began operating through what is today the Brooklyn Yard, and Brooklyn became a bustling rail hub between Portland and Oregon City.

Between 1889 and 1917, numerous waves of European immigrants settled Brooklyn and worked primarily as laborers and artisans in large local industries, including the Inman-Poulsen sawmill and the Southern Pacific rail yards. Major institutions such as the Sacred Heart Parish (1893) and Brooklyn's public school (1889) were founded during this time period.

Between 1930 and 1960, the industrial base of Brooklyn diminished and the neighborhood was affected by the construction of the Ross Island Bridge and the transformation of Powell into a boulevard that served as an east-west highway for the region; these projects caused the loss of housing units in the area. In 1937, the extension and improvement of Highway 99E to become



Southeast McLoughlin Boulevard separated Brooklyn from the Willamette river.

World War II caused an increase Brooklyn's population as the city absorbed thousands of defense industry workers. After the war the neighborhood again declined in population and industrial employment. Southern Pacific attempted to expand the Brooklyn Yard to the south in the 1950s, but was stopped by opposition from Eastmoreland residents. When Portland's trolley system was phased out after 1950, many Brooklyn residents moved out to auto-oriented suburban locations and the population continued to decline.

Today, Brooklyn is a compact neighborhood including older single-dwelling residences, duplexes, multi-dwelling apartments, and commercial and industrial uses. Fifty-three percent of Brooklyn's housing units were estimated to be in single-dwelling detached structures in 1990 and 22 percent in structures with five or more units. In 1990, approximately 37 percent of Brooklyn's housing units were owner-occupied. The percentage of owner-occupied dwellings was less than in the EPCP area as a whole where 49 percent of units were owner-occupied.

Milwaukie Avenue is the main commercial street in Brooklyn and is lined with a variety of commercial, office, and industrial businesses interspersed with single- and multi-dwelling residences. The street includes neighborhood-oriented commercial uses, as well as citywide attractors including the Portland French School, Schubach's Violin Shop and the Aladdin Theater. Milwaukie Avenue also includes several currently vacant commercial buildings. This corridor and the surrounding residential area will be the focus of REACH Community Development's next targeted action plan.



The Sacred Heart Parish, located at Southeast Eleventh Avenue and Center Street, is the heart of the Brooklyn neighborhood.

The area around the Brooklyn Yard includes a variety of industrial and manufacturing uses. Large entities including Fred Meyer, PGE, Southern



Pacific and Tri-Met own most of the land in east Brooklyn. The area also includes a few remaining single-dwelling homes and apartments as well as a small, residential area east of the yards which is isolated from the western portion of the neighborhood. Also located in the area is Powell Park which fronts onto Southeast Powell between Twenty-fourth and Twenty-sixth Avenues.

The Brooklyn Action Corps (BAC) has been an active neighborhood organization since 1962. The Brooklyn neighborhood, through the BAC, completed the *Brooklyn Neighborhood Plan* in 1991 in cooperation with the Bureau of Planning and Southeast Uplift. The Plan was adopted by the City Council in April 1991.

## People

In 1996 Brooklyn was estimated to have a total population of 3,782 people, a 10.6 percent increase over 1980 and a three percent increase since 1990. There were a total of 1,702 households in 1996, a 14 percent increase since 1980 and 1.8 percent increase since 1990. In 1996, the average household size was 2.2 persons per household. Household size declined slightly in Brooklyn during the eighties, but has remained fairly stable.

In 1990, Brooklyn was one of the most racially diverse neighborhoods in the EPCP area. Approximately 84 percent of the population was White, nearly six percent was Black, three percent was composed of persons classified as American Indian, Eskimo, and Aleut and over six percent of persons were classified Asian and Pacific Islanders. This compares to 89 percent White, just over two percent Black, one percent American Indian, Eskimo, and Aleut, and almost seven percent Asian and Pacific Islander within the EPCP area as a whole.

Educational attainment and occupation classifications in the neighborhood parallels that of the EPCP area as a whole. In 1990, 82 percent of Brooklyn's residents over the age of 25 had graduated from high school and 53 percent had some college experience. In 1990, 35 percent of Brooklyn's work force was composed of managers, professionals, or executives; 27 percent of people in technical, sales, or administrative positions; 13 percent of people in service related positions; and 26 percent of people employed as operators, fabricators, laborers, or in precision production. In 1990 Brooklyn's median income was slightly below that of the city as a whole.

Most Brooklyn residents use their cars to drive to work. In 1990, 66 percent drove cars to work, while only 13 percent used public transit.

## Buckman Neighborhood

### The History, the Place, and the Organizations

The Buckman neighborhood is bounded to the north by East Burnside Street, to the east by Southeast Twenty-eighth Avenue, to the south by Southeast Hawthorne Boulevard, and to the west by the Willamette River. The neighborhood contains approximately 693 acres. The subarea of the neighborhood west of Southeast Twelfth Avenue is in the Central Eastside Industrial District and outside the boundaries of the *East Portland Community Plan (EPCP)*.

The neighborhood's boundaries encompass most of the original city of East Portland, which was laid out in 1850 by James B. Stephens. The boundaries of the city of East Portland ran from Northeast Glisan Street to Hawthorne, and from the Willamette river to Southeast Twenty-fourth Avenue. One of the landmarks remaining from this era is the Lone Fir Cemetery, which dates back to 1854 and is the final resting place for many early Portland pioneers, including Asa Lovejoy, poet Samuel Simpson, Dr. J.C. Hawthorne, and Governor George Curry.

During the streetcar era Buckman developed as a mix of single-dwelling and multi-dwelling structures with streetcar oriented commercial along Belmont and Hawthorne Avenues. Portland's first zoning code zoned much of the neighborhood to allow multi-dwelling residential uses in 1924. To meet the demands of increasing automobile usage, the city widened many streets in the neighborhood during the 1920s and 1930s. The commercial streets of Buckman experienced scattered auto-oriented redevelopment after the 1920s. During the 1960s and 1970s, numerous lots throughout the neighborhood were redeveloped with "motel-style" apartments.

Buckman's street grid is broken up by large super-blocks of land occupied by schools, churches, parks and the Lone Fir Cemetery. As a result of this street pattern, the residential portions of Buckman consist of many small pockets of



housing. Most pockets contain a diversity of housing types and ages. The housing types vary from modest, clean-lined bungalows to elaborate Queen Anne and other Victorians, Italianates and American Foursquares to some relatively new rowhouses; from multistoried brick apartment buildings of the early twentieth century to post-World War II apartments. Many houses originally built as single-dwelling homes have been converted to multiple units.



The Buckman neighborhood is characterized by a mixture of housing types found side-by-side, as here at Southeast Eighteenth and Alder.

The neighborhood houses a number of institutions, including Buckman Community School and Central Catholic High School. Open spaces within the neighborhood include Lone Fir Cemetery and Colonel Sumners Park. The neighborhood has been identified as park deficient by the city.

Today commercial development is present throughout the neighborhood, with concentrations along Southeast Burnside, Belmont, and Hawthorne Streets. The neighborhood shopping areas tend to be small, neighborhood oriented strips fronting major streets.

In response to the desires of Buckman residents, the 1980 *Comprehensive Plan* down zoned portions of these commercial strips from commercial to medium density multi-dwelling residential to encourage development of commercial focal points within the neighborhood. In addition, the *Comprehensive Plan* down zoned much of the remainder of the neighborhood to single-dwelling detached residential. This zoning pattern created many legal non-conforming situations throughout the neighborhood (i.e. existing apartments zoned for detached single-dwelling residential and existing commercial buildings zoned for multi-dwelling residential).

Neighborhood residents have shown interest in returning Morrison and Belmont to two-way streets as a way to recreate a pedestrian-friendly environment and to encourage neighborhood-oriented development along Belmont east of Southeast Twelfth Avenue and the city has included this project on its *Transportation Capital Improvement Program* list for possible future funding.

Fewer than 20 percent of Buckman's housing units were single-dwelling detached in 1990, compared to 58 percent in the EPCP area. In 1990, approximately 19 percent of Buckman's housing units were owner-occupied. This figure is far below the EPCP total of 49 percent. The percent of owner-occupied units in Buckman increased slightly between 1980 to 1990.

The original Buckman Community Action Committee was established in 1965, and became the Buckman Community Association in 1971 with the assistance of Southeast Uplift. In the 1980s, the neighborhood association initiated Buckman community congresses, which involved hundreds of residents in discussing collective concerns. Over the years it also focused efforts on keeping the Buckman School open as the population of school-aged children fluctuated. In 1989, the Buckman Neighborhood Association received funding through the city of Portland to complete a neighborhood plan. City Council adopted the *Buckman Neighborhood Plan* in 1991.

An outgrowth of an early neighborhood congress, the non-profit REACH Community Development Corporation incorporated to address housing and economic development issues in the area in 1982. This organization has grown into one of the city's most successful non-profit community development corporations and now serves numerous other neighborhoods in the EPCP area.

## People

In 1996, Buckman was estimated to have a total population of 8,502. The population has grown by 34 percent since 1980. Households in the neighborhoods tend to be smaller than in other neighborhoods of the plan area. In 1990, 81 percent of the households in the neighborhood were composed of fewer than two people. Buckman's average household size was 1.8 persons per household in 1996.

In 1990, 84 percent of persons over 25 had graduated from high school and 62 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.

Households in Buckman tend to earn less than in other EPCP neighborhoods. In 1996 the median income for the neighborhoods was estimated at just below \$23,000. Of the neighborhoods in the EPCP area, Buckman was estimated to have had the lowest income; this is attributable in part to the small number of two earner households living in the neighborhood.

In 1990, 86 percent of Buckman's population was White, compared to 89 percent in the EPCP area. The neighborhood has a growing percentage of residents classified as Asian and Pacific Islander; in 1990 Asian and Pacific

Islanders comprised about seven percent of the neighborhood's total population. In 1990, four percent of Buckman's population was Black and three percent was classified as Native American, Eskimo, and Aleut.

Buckman residents rely on a variety of transportation modes for their commute to work. In 1990 only 51 percent of Buckman's work force drove alone to work, while 21 percent took public transit, ten percent walked, nine percent carpooled, four percent rode bicycles, and another 4 percent worked at home. A smaller proportion of Buckman's residents drove alone to work and a larger percentage used public transit than in any other EPCP neighborhood.

## Center Neighborhood

### The History, the Place, and the Organizations

The Center neighborhood is located in the central part of Portland's inner east side. Center is bounded to the north by the Banfield Freeway (Interstate 84), to the east by Southeast Sixty-eighth and Sixty-ninth Avenues, to the south by East Burnside and Southeast Stark Streets, and to the west by Southeast Forty-fourth Avenue. The neighborhood contains approximately 380 acres.

The area was originally considered part of north Mt. Tabor, and was predominately farm land owned by a few families. Development in Center began in the late 1800s. Roughly half of the subdivisions in modern day Center were recorded prior to 1900. Early development in the area centered along the Mt. Tabor Villa streetcar line. Eventually, as automobiles gained popularity, subdivisions were built throughout the area. The last subdivision in Center, Providence Heights, was recorded in 1946.

Today, Center is a developed neighborhood which includes a variety of land uses. Providence Hospital, one of Portland's major medical institutions, is located in Center, as are several small office centers and both small and large retailers. Another major facility in the area is the Multnomah County Juvenile Justice Center, located in the 1400 block of Northeast Sixty-eighth.

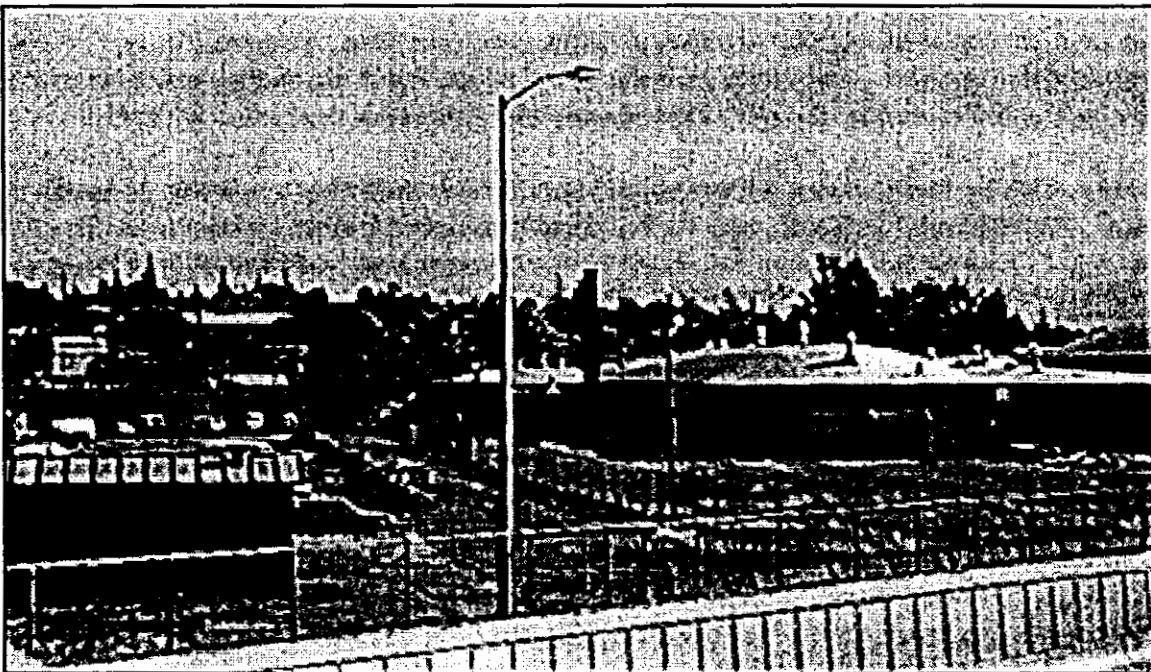
Over 80 percent of the land area in Center is currently in residential uses. About half of the land area is currently designated for multi-dwelling development in Portland's *Comprehensive Plan Map*, however, much of this area remains in single-dwelling uses. Multi-dwelling development in Center is located primarily along, or close to, major streets like Burnside, Glisan, and Northeast Sixtieth Avenue. Center is home to several structures of historic significance, including the Shogren House at Northeast Sixty-second and Glisan, a Portland Historic Landmark.



Transportation in Center is affected by the presence of two major regional transportation facilities, the Banfield Freeway and Metro Area Express (MAX) light rail. A west bound freeway on-ramp and an east bound off-ramp are located at approximately Northeast Fifty-eighth Avenue at Glisan. An east bound freeway on-ramp is located on Northeast Sixtieth, just north of Glisan. These freeway access points result in a considerable amount of traffic through the neighborhood, particularly during morning and evening peak hours.

Center's neighborhood organization had its formal beginnings in the late 1970s. In its earliest days, the Neighborhood Association was known as C.E.N.T.E.R., "Citizens Engaged Now Toward Environmental Review" and then "Citizens Engaged Now Toward Ecological Review." Early neighborhood issues focused on development of a park (at that time Center had no park within its boundaries) and on the impacts and opportunities of the planned Banfield MAX line. Despite early enthusiasm, Center fell into a period of inactivity that lasted from about 1985 until 1991.

Activists regrouped in 1992 to form the Center Neighborhood Association. This organization has tackled a number of projects including development of Rosemont Bluff, Center's first neighborhood park. The organization has also been actively involved in redevelopment of the former Oregon Department of Transportation (ODOT) property at Sixtieth Avenue and Glisan. Due to the site's proximity to the MAX station, the Center Neighborhood Association envisions it as a location for transit-oriented housing development.



This former Oregon Department of Transportation site will become a mixed use development with high density housing near the Sixtieth and Glisan MAX station.

## **People**

In 1996, Center was estimated to have a total population of 4,495. The population has declined by 11 percent since 1980. Households in the neighborhoods tend to be smaller than in other neighborhoods of the plan area. In 1996, Center's average household size was estimated to be 2.1 persons per household.

In 1990, 81 percent of persons over 25 had graduated from high school and 56 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.

In 1996 the median income for the neighborhood was estimated at approximately \$30,000. In 1990, most of Center's work force (63 percent) worked in executive, professional, technical, sales, or administrative support positions; followed by manufacturing related industries (26 percent) and service industries (12 percent).

The population of Center is primarily White (92 percent), with growing populations of Asian and Pacific Islanders (five percent) and Blacks (almost two percent). The greatest increase among any race group in Center between 1980 and 1990 was in the number of people of Asian and Pacific Islander heritage.

While Center is well served by transit, census data indicates that the percentage of people using single occupancy vehicles to travel to and from work has increased from 58 percent in 1980 to 65 percent in 1990. The percentage of people using transit for work trips declined from 17 percent to 16 percent during the same period.



## Creston-Kenilworth Neighborhood

### The History, the Place, and the Organizations

The Creston-Kenilworth neighborhood is located about one mile east of the Willamette River and adjacent to the Brooklyn Yard. Covering about 512 acres, it is a long, narrow neighborhood bounded by Southeast Powell Boulevard to the north, Southeast Sixty-first Avenue to the east, Southeast Foster Road and Southeast Holgate Boulevard to the south, and Southeast Twenty-sixth Avenue to the west.

The western half of the neighborhood began as a portion of the Clinton Kelly land claim which covered one square mile bounded today by Southeast Holgate, Southeast Division, Twenty-sixth, and Southeast Forty-second. In

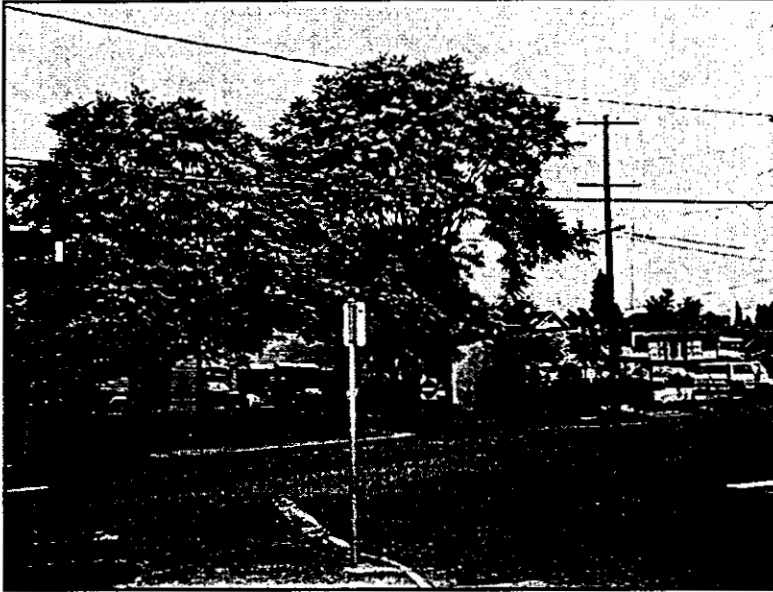
1889 sixty acres within the area was platted by William Jones as "Kennilworth." The name for the plat came from a Sir Walter Scott novel (as did a number of other place names in southeast). The east-west streets (Cora, Gladstone, and Francis) today bear their original names. Today's north-south numbered avenues originally had names like Bryant, Playfair, and Mott.

In 1862 Hampton Kelly, Clinton Kelly's son, claimed the eastern half of the neighborhood bounded by Division, Holgate, Southeast Forty-second and Southeast Fifty-second Avenue. George and Fred Strong filed the plat for this area as "Creston" in July of 1906. During the first ten years of Creston's history, no house could be built within 15 feet of the street nor could any house cost less than \$750. The blocks east of Forty-second were developed with alleys, a relatively rare occurrence in the *East Portland Community Plan* (EPCP) area.

By 1891 trolley service extended to "Kennilworth," the western portion of today's Creston-Kenilworth, along the Woodstock-Waverly Route which followed an alignment along Southeast Twenty-sixth, Southeast Powell, Southeast Twenty-eighth, Southeast Gladstone, Southeast Forty-second, and



Southeast Woodstock. Evidence of the trolley route can still be seen at Forty-second and Holgate where the old easement angles off to the southwest towards Southeast Forty-first. By 1906 an electric street car served Creston along Fiftieth Avenue from downtown. A cross-town bus served the area



View of the old streetcar line easement at Southeast 41st Avenue and Holgate Boulevard. This is where the line traveled south to Woodstock Boulevard.

along Thirty-ninth Avenue by 1924. In 1926 the completion of the Ross Island Bridge opened up the area to automobile access.

In 1912, the first firehouse on the east side of the river was built at Southeast Thirty-third and Francis. The firehouse was a modified English Tudor style brick building designed for horse-pulled wagons. It is one of only two firehouses in Portland

with towers and is currently owned and operated by Portland Parks and Recreation as the Portland Community Music Center. The building is designated as a city Historic Landmark.

Powell, formerly known as Powell Valley Road, was not a busy thoroughfare prior to the middle of this century. In 1923 there were two gas stations, a lunch counter and a beauty shop at Thirty-ninth and Powell. At Southeast Fiftieth and Foster there were a few small stores, a garage and a movie house. Between the two intersections was a lumber yard, pansy gardens, and the old wooden Creston School. There were no cement sidewalks and to the south, Thirty-ninth was an oiled macadam road. Today the streets bordering the neighborhood, Powell, Foster, Holgate and Twenty-sixth, carry significant amounts of traffic.

Creston-Kenilworth today is an urban, residential area with convenient access to services along several major streets. The neighborhood's two public parks, Creston and Kenilworth are among the most valued features of the neighborhood. Creston School is located next to Creston Park, while the Grout Elementary School is located next to Kenilworth Park. Besides the Community Music Center, other important gathering places within the

neighborhood include the Community Gardens, Kenilworth Presbyterian Church and the YMCA.

In 1990, 26 percent of Creston-Kenilworth's housing units (3,629) were in buildings with between 10 and 49 units. Most of the neighborhood's apartments were in large complexes constructed during the 1970s. These are mainly concentrated in the vicinity of Thirty-ninth. These apartments are on super-blocks which interrupt several east-west streets through the neighborhood. Almost 46 percent of the neighborhood's housing units are in the form of detached single-dwelling units.

Small concentrations of commercial development exist along Holgate at Twenty-eighth, Thirty-ninth, and Fifty-second. Along Gladstone, commercial development is located at Thirty-ninth and on scattered parcels at several other intersections. Most of the neighborhood's auto-oriented commercial development is located along Powell and Foster.

Only two of the neighborhood's east-west streets, Francis and Gladstone, run continuously through the neighborhood. The traffic calming project on Gladstone discourages speeding and through traffic along that street. Thirty-ninth is a major arterial and functions as a dividing line within the neighborhood.

In January 1973 neighborhood residents of the Creston-Kenilworth area organized under the Creston-Grout Neighborhood Association. This organization covered an area that included most of Creston-Kenilworth as well as portions of what is today the Reed and Brooklyn neighborhoods. After discussions on boundaries with Hosford-Abernethy and other adjoining neighborhoods, Creston developed as a separate association and adopted by-laws in October 1976. At this time, residents in the area around Grout School formed an association called Kenilworth. Thirty-ninth Avenue divided Creston from Kenilworth. After 1976, both began working as one neighborhood association with boundaries similar to today's. The Creston-Kenilworth Neighborhood Association adopted by-laws in 1988 and has been actively involved with Southeast Uplift's coalition of neighborhoods. Currently, the neighborhood association is working with the Bureau of Planning to develop a neighborhood plan.

## **People**

Once a blue-collar suburb, the neighborhood now includes people of diverse income levels, social backgrounds, ages and races. In 1996, Creston-Kenilworth was estimated to have a population of 8,422, an increase of 7.5 percent since 1990. In 1996, there were an estimated 3,735 households in Creston-Kenilworth, an increase of 8 percent since 1990. In 1996, the average

household in Creston-Kenilworth had 2.3 persons. In 1990, only 34 percent of housing units were owner occupied.

Creston-Kenilworth is racially diverse in comparison to many other neighborhoods in the EPCP area. In 1990, about 84 percent of the population was White, three percent Black and eleven percent classified as Asian and Pacific Islander as compared to 89 percent White, two percent Black and seven percent Asian and Pacific Islander within the EPCP area. The number of residents classified as Asian and Pacific Islander tripled between 1980 and 1990.

In 1990, 21 percent of Creston-Kenilworth's residents were under the age of 18 and 11 percent were over the age of 65. In 1990, 79 percent of residents over the age of 25 were high school graduates.

In 1990, 32 percent of Creston-Kenilworth's work force was employed in technical, sales, or administrative positions; 29 percent worked as operators, fabricators, laborers, or in precision production; 20 percent worked in professional or management positions; and 19 percent worked in service related fields. Creston-Kenilworth's median household income in 1996 was estimated to be approximately \$28,000. This is lower than the median income of most other EPCP neighborhoods. Creston-Kenilworth is one of several EPCP neighborhoods eligible for federal Community Development Block Grant funding because of its lower than average incomes.

As in most other neighborhoods in the plan area, residents rely heavily on their cars to drive to work. In 1990, 61 percent of the residents drove alone to work, while only 13 percent used transit. The percentage of residents using transit decreased between 1980 and 1990.

## Grant Park Neighborhood

### The History, the Place, and the Organizations

Only a small portion of the Grant Park neighborhood is included within the *East Portland Community Plan (EPCP)* boundaries. The total neighborhood contains approximately 292 acres. The area within EPCP boundaries is at the edge of the Hollywood District and forms a transition area between intensive commercial uses and the single-dwelling residential heart of the neighborhood.

The Grant Park neighborhood is bounded to the north by a combination of Northeast Knott and Stanton Streets, to the east by Northeast Thirty-seventh and Forty-seventh Avenues, to the south by Northeast Tillamook and Broadway Streets, and to the west by Northeast Twenty-sixth Avenue. The portion of the neighborhood within the EPCP area includes only those several blocks nearest the Hollywood Town Center. This area was included within the EPCP boundaries in an effort to resolve land use and transportation issues related to the area's proximity to the Hollywood Town Center. The discussion of Grant Park's features concentrates only on the neighborhood's southeastern blocks within the EPCP boundaries, while the discussion of its people covers the neighborhood as a whole.

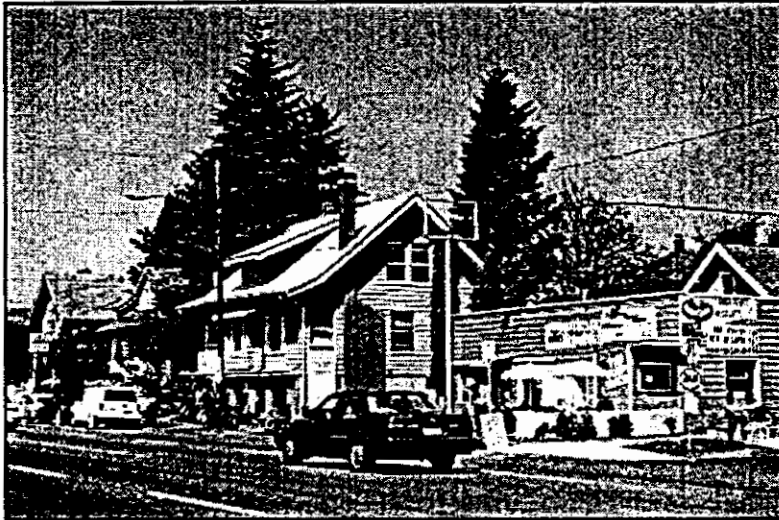


Grant Park's development began as an outgrowth of neighboring Irvington, and took off during the Roaring '20s with the completion of the park, Grant Park, in 1922 and Grant High School in 1926. Most of the structures in the neighborhood were constructed prior to World War II.

The neighborhood is composed primarily of single-dwelling homes, though there are commercial uses along Broadway and in the area jointly claimed by the Hollywood Neighborhood Association just north of Tillamook Street between Thirty-seventh and Forty-seventh Avenues.

The portion of the Grant Park neighborhood within the EPCP boundaries is characterized by commercial activities and the more traveled streets that support them. The Hollywood transportation system was analyzed and revamped early in the 1980s, and traffic patterns in the Grant Park neighborhood were affected by these changes. The one-way circulation pattern in Hollywood on Thirty-seventh, Halsey, Thirty-ninth Avenue, and Broadway affects access to and from the Grant Park Neighborhood.

Traffic calming efforts have been undertaken to limit the incursion of through vehicles on local service streets. Left turns from Broadway into the



The commercial development along Northeast Broadway Street transitions into the residential core of Grant Park.

neighborhood between Thirty-third and Thirty-seventh have been discouraged. Traffic circles have been installed along both Northeast US Grant Place and Thirty-seventh. Traffic calming devices were installed on Thirty-ninth at Tillamook to discourage through traffic as the street transitions from commercial to residential uses.

Thirty-third, the north-south spine of the neighborhood, is currently undergoing a traffic calming effort aimed primarily at pedestrian enhancements.

The Grant Park Neighborhood Association was established in 1973. Grant Park and Irvington claim an overlapping area outside the EPCP boundaries. An overlap also occurs between Hollywood and Grant Park in that portion of the neighborhood between Thirty-seventh and Forty-seventh, Thompson and Tillamook.

## People

In 1990, Grant Park had a population of 3,642. The neighborhood has more persons per household than the plan area overall and has one of the highest percentages of children in the household (26 percent of households have children under 18). Ninety-four percent of the housing in Grant Park were estimated in 1990 to be single-dwelling detached units, a number higher than that of the EPCP area where 58 percent were estimated to be single-dwelling

detached. Owner-occupancy is much higher as well, 82 percent in Grant Park as opposed to 49 percent for the plan area. Corresponding with this characteristic is the fact that single person households in the neighborhood are less predominant than in the plan area as a whole: 23 percent of households in Grant Park are composed of one person compared to 37 percent in the plan area.

The neighborhood has a higher percentage of White residents than the plan area as a whole (93 percent compared to 89 percent). Educational achievement in Grant Park is also higher than the EPCP area as a whole. In 1990 the percentage of the adult population which had graduated from high school was 92 percent, and 79 percent of all adults had attended some college. Median income in the neighborhood is much higher than in the EPCP area as well; in 1990 the median income in Grant Park was approximately \$53,000.

## Hollywood Neighborhood

### The History, the Place, and the Organizations

The Hollywood neighborhood is bounded to the north by Northeast Thompson Street, to the east by Northeast Forty-eighth Avenue to the south by the Banfield Freeway (Interstate 84), and to the west by Northeast Thirty-seventh Avenue. On the north, the Grant Park Neighborhood Association also claims the area between Northeast Thompson and Tillamook Streets, and on the east, Rose City Park also claims the area between Northeast Forty-seventh and Forty-eighth Avenues. The Hollywood Boosters Business Association encompasses most of this area and also extends to businesses west and east along Sandy Boulevard to Thirty-third and Fifty-seventh Avenues, respectively. The neighborhood contains approximately 114 acres.



The Hollywood district has always been closely tied to transportation. The route of Sandy Road had been an important trade route for the area's Native American population. With Anglo-American settlement via the Oregon Trail in the middle 1800s, the Sandy Road assumed importance as a farm-to-market route from Troutdale to Portland. In 1907 the Portland Railway Light & Power Company built a streetcar line along Sandy Road leading to Rose City Park. The line was built to support property sales in newly-platted Rose City Park. Its track ran in the middle of the unpaved Sandy Road; in 1912 Sandy was surfaced, the track was doubled, and the right-of-way was designated a boulevard. A viaduct was constructed over Sullivan's Gulch in 1915.

As Rose City Park developed during the teens, the Hollywood area remained a relative backwater. The Hollywood district took off and became a commercial hub during the Roaring '20s after Grant High School, the Steigerwald Dairy, and the Hollywood Theater were constructed. What had a few years before been dairy farm land quickly blossomed into an automobile-oriented commercial center. The local merchants' group, the Hollywood



Boosters, became an active civic force and wielded considerable influence in what was Portland's most vital center outside downtown. The enthusiasm of the postwar years benefited Hollywood. Yaw's Top Notch was widely recognized as the place to take your date to the drive-up, and the parades through the district became legendary.

The opening of the Banfield Freeway in 1958 diverted vehicles that previously had traveled arterial routes like Sandy on their trips out of Portland. The business district continued its growth into the 1960s, but with the newly developing regional malls, especially the nearby Lloyd Center, the district began to decline commercially.



The Hollywood Theater is a neighborhood landmark on Sandy Boulevard.

Today, the Hollywood district functions both as a commercial center for surrounding neighborhoods and as a residential neighborhood. The district is composed of several separate areas of use and intensity. The most intensive commercial uses are generally between Fortieth and Forty-third Avenues and between Broadway and Tillamook and include the landmark Hollywood Theater. The area between the Banfield Freeway and Broadway is more oriented to the automobile and includes three high-traffic corridors west of Forty-third Avenue. The area between Halsey and Broadway and Forty-second and Forty-seventh Avenues includes multiple high density residential developments. Several of these buildings house primarily senior citizens.

The Hollywood district was named after its theater, and seven decades later the district's orientation remains to the theater. The theater is being purchased and renovated by the Oregon Film and Video Foundation, a non-profit group whose goal is to preserve the building's original character and maintain it for future generations. The theater is expected to be refurbished to its single screening room and used for large celebration screenings and for group performances and meetings.

Other significant neighborhood features include the old Steigerwald Dairy building, which today acts as a gateway into the district with its illuminated 7-

Up sign; the Hollywood Branch of the Multnomah County Library; and the YMCA building. Several small triangular buildings give the neighborhood a distinctive character.

Although many people are dissatisfied with the traffic system implemented in the early 1980s, that system has accomplished its primary objectives: decreasing congestion and accident rates in Hollywood's core. One unfortunate result of the (relatively) smooth vehicular flow is a less-hospitable pedestrian environment in the commercial core. Another result of the traffic pattern is the sometimes counter-intuitive traffic movements required to get to various parts of the district. This has been identified by groups working in the area as a competitive disadvantage for the district.

Hollywood's proximity to a Metro Area Express (MAX) light rail station is perceived as a great benefit to the district. Many feel that the properties nearby could redevelop with mixed residential and commercial uses to better utilize this transportation infrastructure investment. Traffic calming efforts have been introduced at the edges of the district in an effort to discourage traffic incursion onto local streets. Typically these improvements include traffic circles and/or curb extensions.

## **People**

Several characteristics of the Hollywood district set it apart from the rest of the *East Portland Community Plan* (EPCP) area. The most striking of these is the concentration of land in commercial use. The district's commercial draw is much larger than its 1996 population base of 1,304 residents, as it draws from neighboring Grant Park, Laurelhurst, Rose City Park, and several more distant neighborhoods for its commercial vitality.

1996 data indicates that Hollywood has lost residents since 1980, when the district was home to 1,482 residents. The 1996 persons per household figure of 1.47 is the lowest in the plan area and reflects the concentration of senior and assisted housing in the district. The district continues to have more seniors and fewer children than the EPCP area as a whole. Fifty percent of Hollywood households are composed of single persons. More than a quarter of Hollywood's population is over 65 years of age, while the plan area's population is 15 percent senior.

In 1990, Hollywood's population was 93 percent White. Like other neighborhoods in the EPCP area, other racial groups have grown in number since 1980.

In 1990, 83 percent of Hollywood's adult residents had completed high school and 57 percent had some college experience. In 1996 the median income in Hollywood was estimated to be approximately \$31,000.

Unlike most of the residents in the EPCP area, Hollywood residents increased their transit usage during the 1980s, from 14 percent in 1980 to 18 percent in 1990. This can probably be attributed to the opening of MAX light rail in 1986, which increased the attractiveness of transit to district residents.

## Hosford-Abernethy Neighborhood

### The History, the Place, and the Organizations

The Hosford-Abernethy neighborhood is bounded by Southeast Hawthorne Boulevard to the north, Southeast Twenty-eighth Place and Twenty-ninth Avenue to the east, Southeast Powell Boulevard to the south, and the Willamette River to the west. The neighborhood contains approximately 765 acres.

Hosford-Abernethy has a long and rich history. It was first settled in the mid-1800s and its Stephen's Addition was the earliest east side residential development in Portland. The plat was named after James B. Stephens, who 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 Southeast Twelfth Avenue, where it still stands today as the oldest house in southeast Portland.



In the 1870s, East Portland urbanized only along the waterfront, with farms and orchards extending to the east. Much of the area west of Southeast Grand Avenue was marshy and the wooden streets set on pilings were victim to disastrous fires. With completion of the Morrison Bridge in 1888 and the Madison Street Bridge in 1889, East Portland became an attractive place to build a home. The growing network of street car lines along Hawthorne, Southeast Clinton Street, Grand and Powell helped these streets develop into commercial strips and form the framework for Hosford-Abernethy.

The 126 acres that would become Ladd's Addition were acquired in the late 1870s by prominent Portland businessman William S. Ladd. The plat was a striking departure from the usual street grid development of nearby neighborhoods like Buckman and Sunnyside and offered the latest amenities of the period, such as sidewalks, paved streets, and electricity. These features helped define Ladd's Addition as an upper-class area. The city designated the area as a Historic District in 1988.

Homes were not constructed in the northern section of Ladd's Addition until 1905, twelve years after William S. Ladd's death. During the World War I era, smaller one and one-half story homes were built, primarily at the southern edge of the Addition. Ninety percent of the buildings in Ladd's Addition were built by 1939, mostly as the result of a 1920s real estate boom.

The West Clinton and Hosford-Clinton sections of Hosford-Abernethy developed as working class areas from 1890 to about 1918. This area was heavily populated with Italian and Asian immigrants, and St. Philip Neri Catholic Church was a focus for the community. The area along Southeast Division Street developed as an early auto-oriented thoroughfare, similar to Sandy Boulevard in Hollywood. Three auto garages and service stations were constructed near Ladd's Addition between 1922 and 1926.

The Hosford-Abernethy neighborhood lost population following World War II, as people moved from the central city to the suburbs. During the late 1960s and early 1970s, the Oregon Department of Transportation acquired property along Division and Clinton Streets to make room for the Mt. Hood Freeway. After the freeway proposal was defeated, many of those properties were sold to developers who built apartment buildings. In 1990 three of the lots acquired for the Mt. Hood Freeway project were turned into Portland's first pocket park, Piccolo Park at Southeast Twenty-eighth Avenue and Clinton.

In recent years, Hosford-Abernethy, particularly south of Division, has experienced rehabilitation and new infill development, primarily due to the neighborhood's location and the existence of vacant land. The neighborhood had a larger proportion of vacant land than the rest of the EPCP area in 1990; while 4.2 percent of the plan area overall was composed of vacant parcels, six percent of Hosford-Abernethy's land was vacant. Along the Southeast Eleventh-Southeast Twelfth Avenue street couplet, residential development has started to transition into commercial use. The median house value in Hosford-Abernethy rose by a greater percentage than that of the city as a whole between 1980 and 1990.

There has been little new residential development in Ladd's Addition or Colonial Heights areas, due to the high values of existing housing. A neighborhood-oriented grocery store and coffee shop recently opened near the circle at the center of Ladd's Addition. The West Clinton and Hosford-Clinton areas south of Ladd's Addition have a greater mix of land uses and have seen an increase in property values. These areas are now experiencing increased investment resulting from the city's strong real estate market, the attention of a local non-profit, REACH Community Development Corporation, and the presence of the majority of the neighborhood's vacant land.

REACH targeted the West Clinton area for revitalization in 1990. The *West Clinton Action Plan* included many goals to improve neighborhood livability. The action plan was implemented from August 1990 to June 1992. During that period, REACH conducted a neighborhood survey to identify concerns; renovated 13 houses and two duplexes; and worked with city bureaus to create a buffer zone between industrial and residential areas, coordinate targeted code enforcement of neighborhood nuisance properties, and implement street improvements. Other outcomes of the action plan included the planting of 190 street trees and 25 rose bushes, creation of a community garden, and participation by 40 new households in a block watch program.

The areas south of Division, West Clinton and Hosford-Clinton, were originally part of the Brooklyn neighborhood. The Hosford-Abernethy neighborhood identity grew out of a larger Brooklyn Neighborhood Association in 1972. Originally named Greater Abernethy Neighborhood Group (GANG), residents in the northern part of Brooklyn bonded together to fight the Mt. Hood Freeway project. With the cooperation of the Brooklyn Action Corps to the south, the group north of Powell decided to form a separate association and drew new boundaries covering 765 acres. They won their fight against the impending freeway the following year and decided to remain as an independent neighborhood association to deal with all the issues raised by the defunct freeway project. They changed their name to Hosford-Abernethy Neighborhood Development Association (HAND).

HAND has been active in issues of neighborhood livability, such as the development of the bikeways, preservation of the neighborhood schools, traffic calming, and planting of street trees. The Central Eastside Industrial



A neighborhood resident at work in the HAND Community Garden and Wildlife Refuge created as part of the REACH West Clinton Action Plan.

Council, the Hawthorne Boulevard Business Association, and the Division/Clinton Street Merchants Association have worked to make the neighborhood an attractive place to do business.

## **People**

In 1996, Hosford-Abernethy had a population of 7,706. The population has grown by just over three percent since 1980. Hosford-Abernethy's average household size was estimated to be over 2.2 persons per household in 1996.

In 1990, 84 percent of persons over 25 had graduated from high school and 61 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.

In 1996 the median income for the neighborhood was estimated at approximately \$32,000.

In 1990, over 87 percent of their combined population was White, compared to 89 percent in the EPCP area. The neighborhood has a growing percentage of residents classified as Asian and Pacific Islander; the Asian and Pacific Islander population in the neighborhood comprised about 11 percent of the neighborhood's total population. Blacks accounted for another two percent of the total population.

As a neighborhood in 1990, Hosford-Abernethy residents were more likely than those of the EPCP area as a whole to ride transit to work. Eighteen percent of neighborhood residents use transit, compared to 13 percent of EPCP residents. This is perhaps because of the excellent access to public transit in the neighborhood.

## Kerns Neighborhood

### The History, the Place, and the Organizations

Most of the 514 acres of the Kerns neighborhood are located in inner northeast Portland and are bordered to the north by the Banfield Freeway (Interstate 84), to the east by Southeast Thirty-second and Thirty-third Avenues, to the south by East Burnside Street and Southeast Stark Street, and to the west by the Willamette River. The neighborhood is distinguished physically by the presence along its northern boundary of Sullivan's Gulch, a water course formed by the Missoula Floods during the most recent Ice Age, and by Sandy Boulevard, a state highway that cuts diagonally through the neighborhood.



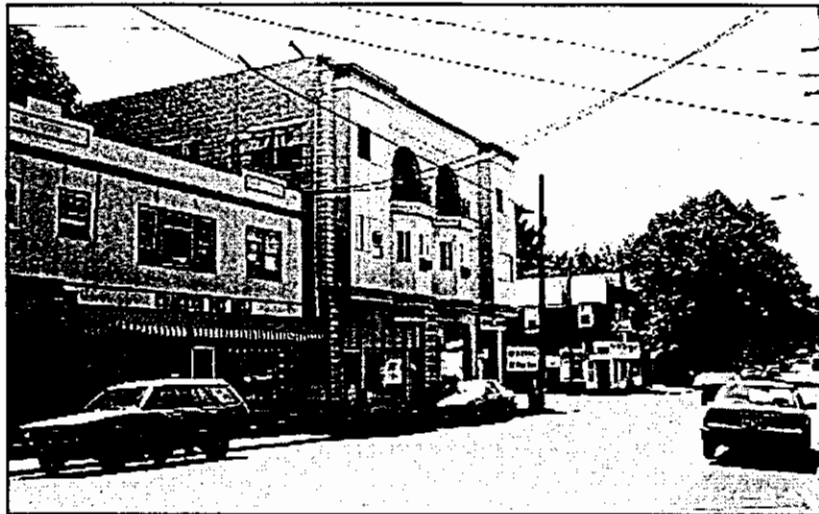
The old city of East Portland developed in the latter part of the nineteenth century from its core, around what is now Southeast Grand Avenue and Southeast Morrison Street, eastward and northward into what is today Kerns. The streetcar line along Southeast Ankeny Street and the development of the car barns at Southeast Twenty-eighth Avenue assisted in early neighborhood development.

Kerns is one of the more diverse neighborhoods in the *East Portland Community Plan* (EPCP) area in terms of land uses and population makeup. Today, the Kerns neighborhood can be viewed in two distinct parts: the Central Eastside Industrial District west of Southeast Twelfth Avenue, and the areas east of Twelfth where residences, commercial and industrial uses, and service providers mix in a relatively small area.

The Kerns neighborhood includes significant open spaces and institutions. Oregon Park is a 1.5 acre green space bounded by Northeast Twenty-ninth and Thirtieth Avenues and Oregon and Hoyt Streets. The Parks Bureau is currently completing improvements as part of their maintenance bonds project. The Albertina Kerr Center was completed as an orphanage in 1921 and is now listed on the National Register of Historic Places. The facility served hundreds of Oregon children over more than four decades, but was



closed in 1967 when state rules governing orphanages were changed. A renovation helped reopen the building in 1981, and it now houses a lunch restaurant, two gift shops, and the administrative offices for the Albertina Kerr Centers for Children, a statewide agency offering multiple programs to children and families. Benson High School is located on Northeast Twelfth Avenue near Northeast Irving Street and was built in 1916. Portland Public Schools ran a boys technical high school there until 1973, when girls were admitted for the first time. The grounds include a radio station and playing fields, and Buckman Park is immediately south. Several important buildings north of Sandy Boulevard include the Pepsi bottling plant, the Jantzen offices, and the Franz bread bakery.



Mixed use buildings characterize a commercial district at Northeast Twenty-eighth and Glisan in Kerns.

Several major traffic routes pass through and around the Kerns neighborhood including two interstate freeways and two state highway corridors. The complicated intersection of Twelfth, Sandy, and Burnside is often the focus of travelers' frustration.

The adopted *Kerns Neighborhood Plan* focuses on transforming Kerns into a "Gateway Neighborhood to the Eastside," rather than a place to get through as quickly as possible on the way to something more important.

The Kerns Neighborhood Association was formed in 1974. One of its original missions was to maintain a balance in the community between the competing residential, commercial, and employment centers. Among the organization's biggest contemporary concerns is the high number of social service providers who have located in the neighborhood.

## **People**

In 1996, Kerns was estimated to have a population of 5,069 people. This is a decline from 5,882 in 1980. In 1996 Kerns' average household size was estimated to be 1.8 persons per household. In 1990, 56 percent of households in the neighborhood consisted of one person, while only 15 percent consist of three or more people. Seventy-three percent of residents were of working age (18-64) in 1990. Fifty-one percent of the neighborhood's housing units were estimated to be in buildings with five or more units attached. Only 17 percent of Kerns' housing units were owner-occupied in 1990.

The neighborhood is one of the more racially diverse in the plan area, with almost 17 percent of its residents nonwhite. Persons classified as Asian and Pacific Islander or Black each make up between five to eight percent of the neighborhood's population. Persons of Hispanic ethnicity make up nearly six percent of the neighborhood's population. Kerns was estimated to have a median income of approximately \$24,000 in 1996. Educational attainment is extremely similar between Kerns and the EPCP area as a whole, with 84 percent of the adult residents having completed high school and 59 percent having some college experience.

## Laurelhurst Neighborhood

### The History, the Place, and the Organizations

The Laurelhurst neighborhood was first platted in 1909 as a streetcar suburb to the newly consolidated city of Portland. The neighborhood boundaries remain much the same as they were in that period. The neighborhood is bounded to the north by the Banfield Freeway, to the east by Forty-fourth Avenue, to the south by Southeast Stark Street, and to the west by Thirty-second and Thirty-third Avenues. The neighborhood contains approximately 421 acres.

In 1869, William S. Ladd bought portions of two adjoining donation land claim properties that would later become the subdivision of Laurelhurst. Ladd operated Hazel Fern Farm, a dairy farm, on the land until his death in 1893. When Ladd's estate was settled 15 years later, the property passed to Ladd's son, William M. Ladd, who sold it to the Laurelhurst Company for \$2 million. This represented one of the biggest sales of vacant land in Portland's history. Ladd sold the 31 acres which make up the park within the neighborhood separately to the city for \$93,000. The city annexed the western part of the neighborhood in 1893, the remainder (east of Forty-first Avenue) in 1906.

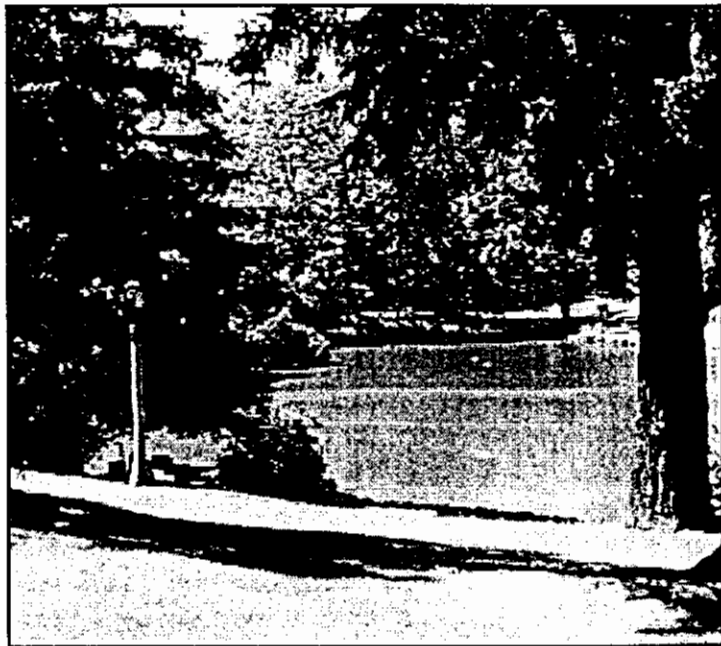
Laurelhurst Park was one of the few projects included within the Olmsted Brothers parks plan for the city of Portland to be fully implemented. The park was developed by the city's first parks commissioner, Emanuel Tillman Mische. He oversaw the creation of a manmade lake from swampland and the planting of many trees. Mische sought to preserve the natural elements in the park and opposed efforts to include a gymnasium and pool. The park was voted the most beautiful park on the West Coast by the Pacific Coast Parks Association in 1919 and continues to be a regional attraction today.



The Laurelhurst Company, which purchased and developed the residential portion of the subdivision, was made up of a developer from Seattle and three men from Portland. The company named the neighborhood after the Laurelhurst District in Seattle. They also ensured that the homes were provided with the modern conveniences of underground water, sewer and gas connections. The neighborhood is considered a good example of the "City Beautiful" movement in urban planning, which sought to make living in the city more attractive through use of grand designs and landscaping.

The developers commissioned the nationally recognized Olmsted Brothers to design the neighborhood, and their influence can be seen today in Laurelhurst's curved street pattern and lush landscaping. The street pattern within Laurelhurst is itself significant and is one of the neighborhood's identifying features.

Rather than following the strong grid pattern of Portland's east side, the streets of Laurelhurst were laid out to follow the contours of the hills in neighborhood. They were paved with asphalt and varied from 28 to 46 feet in width. The wide streets were edged by cement curbs and six foot wide cement sidewalks.



Laurelhurst Park was voted the most beautiful park on the west coast in 1919.

The developers hoped to attract an exclusive clientele. Building restrictions required homes in the area to cost a minimum of \$3,000, and lots were valued at \$2,500. The Laurelhurst Company located its sales headquarters on what later became Coe Circle and attracted potential residents as they got off the Glisan Street Montavilla streetcar line. The first home was built in Laurelhurst at 825 Northeast Hazelfern Place, and by 1910, almost all of the subdivision's 2,880 lots were sold. Four streetcar lines served the subdivision, and in 1910, Laurelhurst residents could travel to downtown in 15 minutes. The neighborhood still enjoys excellent access to transit.

In 1925, the sales headquarters was gone, and Dr. Henry Waldo Coe donated a statue of Joan of Arc to be placed at the newly named Coe Circle at Northeast Thirty-ninth Avenue and Glisan Street. President Calvin Coolidge was

present at the dedication of the statue. In 1948, the streetcar tracks were removed from the street and the circle was converted into a park.

Single-dwelling detached homes were the primary land use allowed by deed restriction in the original Laurelhurst subdivision, and they remain the primary land use in the area today. Ninety percent of the residential units in Laurelhurst were single-dwelling detached houses in 1990, compared to 58 percent in the *East Portland Community Plan* (EPCP) area. In addition, the housing units are predominantly owner-occupied—82 percent of Laurelhurst's housing units were owner-occupied in 1990, compared to 49 percent in the EPCP area as a whole.

In addition to single-dwelling residences and the park, the neighborhood includes a school and a church. Some multi-dwelling and commercial development is found in the neighborhood along Sandy Boulevard and the Banfield Freeway. The Laurelhurst Club, which was built in 1914 and once featured card parties, dances and lectures still stands at 3721 Southeast Ankeny Street.

Also significant to Laurelhurst's identity are the sandstone arches, or gates, found at the main entrances to the neighborhood. The gates were built in 1910 at Thirty-ninth and Stark, Thirty-second and East Burnside Street, Thirty-second and Glisan and Thirty-third and Sandy. All of the gates remain in place, except for one on the north side of the street at Thirty-third and Sandy, where a gate was removed when a gas station was built on the property. The gates span the sidewalks, with two pillars on either side. The neighborhood's name is carved on the pillars nearest the street.

The Laurelhurst Neighborhood Association was formed in 1962 to oppose a proposed central east side freeway, which was planned to run along a Thirty-ninth Avenue Alignment. Since that time, major issues in the neighborhood have revolved around the encroachment of the Banfield Freeway and other traffic-related issues, maintaining the safety and beauty of Laurelhurst Park, and ensuring fair property tax assessments for the neighborhood as property values appreciate. Residents have also expressed concern about safety while crossing busy streets, especially Thirty-ninth, Burnside, Glisan, and Sandy Boulevard.

The activities of the Laurelhurst Neighborhood Association have also focused on planting trees in the park and maintaining the remaining sandstone arches at the entrances to the neighborhood. Recognizing the importance of sustaining the neighborhood's historic character into the future, some members of the Laurelhurst Neighborhood Association began an effort to develop a conservation district for Laurelhurst in the early 1990s. Participants researched the history of the neighborhood, surveyed the houses in the neighborhood for their contribution to the proposed district, and

developed voluntary design guidelines for renovation work done on homes in the neighborhood. The debate over the conservation district was heated, as some residents expressed concerns about their right to improve their properties and rising property values and taxes. In early 1994, residents voted 284-406 against initiating the creation of a formal city Conservation District.

Like the Eastmoreland neighborhood to its south, Laurelhurst is part of a city-recognized plan district that requires greater than usual front setbacks to maintain the established development character of the neighborhood.

## **People**

In 1996, Laurelhurst had a population of 4,937. The population has decreased by about one percent since 1980. Households in the neighborhood tend to be larger than in other neighborhoods of the EPCP area. Laurelhurst's average household size was just under 2.7 persons per household in 1996. Neighborhood households have grown smaller than in 1980 when the average household size was 2.9 persons.

Residents of the neighborhood tend to be well-educated. In 1990, 94 percent of persons over 25 had graduated from high school and 77 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.

Households tend to earn more than in other EPCP neighborhoods. In 1996 the median income for the neighborhood was estimated at just under \$54,000.

As in other early 1900s subdivisions, deed restrictions originally prohibited African-Americans and people of Japanese and Chinese descent from living in Laurelhurst. While these restrictions have since been rescinded, the neighborhood remains less diverse than most EPCP neighborhoods. In 1990, nearly 94 percent of the population was White, compared to 89 percent in the EPCP area. The neighborhood has a growing number of residents classified as Black or Asian and Pacific Islander. In 1990, two percent of residents were Black and four percent were classified as Asian and Pacific Islander.

Despite excellent access to transit, the majority of Laurelhurst residents travel to work in single occupancy vehicles. Sixty-eight percent of Laurelhurst workers travel to work alone in their cars, compared to 58 percent in the EPCP area. This may be due in part to the proximity and easy auto access to the Banfield Freeway.

## Mt. Tabor Neighborhood

### The History, the Place, and the Organizations

Mt. Tabor, the country's only neighborhood that can claim to be home to a volcano, is one of Portland's oldest established east side neighborhoods. The Mt. Tabor area, as originally platted, included lands that now make up portions of the Center, Montavilla, Richmond, Sunnyside and South Tabor neighborhoods. Current neighborhood boundaries were established in 1974, the same year in which the Mt. Tabor Neighborhood Association was established. The neighborhood is bounded to the north by East Burnside Street, to the east by Southeast Seventy-sixth Avenue, to the south by Southeast Division Street, and to the west by Southeast Forty-ninth Avenue and Southeast Fiftieth Avenue. The neighborhood contains approximately 1,015 acres.



Much of the Mt. Tabor area was heavily forested until 1846, the year of the "big burn," a forest fire that burned an area from Mt. Scott north to areas near the Columbia River wetlands. The fire so thoroughly cleared the area that setting up farms was relatively simple.

Farming was the primary land use on Mt. Tabor until development of the streetcar lines provided convenient access to the area. However, as early as 1853, a small school and church were built near what is today the intersection of Sixtieth and Stark. By the late 1880s, Mt. Tabor was linked to the growing cities of Portland and East Portland by steam-driven streetcar. Residential subdivision and development of the neighborhood's donation land claims began in earnest after the development of these streetcar lines.

A major feature of the neighborhood is Mt. Tabor Park, a wooded area of about 200 acres acquired and designated by the city in 1909 as a park. At the time of acquisition, the area already contained two city reservoirs holding water from the city's Bull Run reservoir; two additional reservoirs were

constructed at this location in 1911. Today, Mt. Tabor Park functions as a citywide and regional destination park.

The Mt. Tabor neighborhood is today primarily a residential area, with over 75 percent of its housing units in single-dwelling detached units. Multi-dwelling residential development is located primarily on arterial streets. At the north end of the neighborhood, Burnside is developed predominately with multi-dwelling units between Forty-ninth Avenue and Fifty-fourth Avenue and between Sixtieth and Seventy-sixth. Other multi-dwelling developments can be found scattered throughout the neighborhood, with small concentrations at Southeast Seventy-third south of Burnside; Southeast Sixtieth between Burnside and Southeast Belmont Street; Southeast Fiftieth Avenue between Southeast Hawthorne Street and Southeast Division Street, and along Division east of Seventieth.



A neighborhood-oriented commercial node is found at Northeast Sixtieth and Belmont in Mt. Tabor.

Commercial land uses include: a neighborhood oriented shopping center with grocery store along Burnside between Fifty-fifth Avenue and Sixtieth; the Portland Nursery on Stark near Fiftieth; a node of commercial activity at Hawthorne near Fiftieth; and scattered commercial uses along Fiftieth between Hawthorne and Division. While some commercial activity can be found along Division (at Fiftieth, Fifty-fifth, and Sixtieth), the street is primarily residential. Mt. Tabor is also home to several major institutions: Western Seminary, located at Fifty-fifth and Hawthorne; Warner Pacific College, located along Division between Sixtieth and Seventieth Avenue; and the Adventist Care Facility, located on the southeast corner of Sixtieth and Belmont.



Several buildings in the neighborhood are Portland Historic Landmarks including the Thomas Graham Building in the 6000 block of Stark, the Jacobs-Wilson House in the 6500 block of Thornburn, the Philip Buehner House in the 5500 block of Hawthorne, the Herman Yetter House in the 5800 block of Taylor, the Blaine Smith House in the 5200 block of Belmont, the William E. Brainard House in the 5300 block of Morrison, and the Wells/Guthrie Residence in the 6600 block of Scott Drive. Milepost P-4 at 6161 SE Stark and Reservoir #2, at 6007 SE Division are also designated as Portland Historic Landmarks.

Street connectivity in the neighborhood, particularly to the west of Mt. Tabor Park, is relatively good. Transit availability to the area is currently good; but eastern portions of the neighborhood may not be as accessible as other areas to the west, due to steep topography.

## **People**

In 1996, the Mt. Tabor was estimated to have population of 10,536 in 4,361 households. In 1990, Mt. Tabor had a population of 9,991 people living in 4,028 households.

Household size in Mt. Tabor has grown since 1980, although a decline is indicated in the years between 1990 and 1996. Household size in Mt. Tabor was estimated at 2.42 for 1996. Household size in Mt. Tabor is slightly above household size in the EPCP area.

In 1990, the population of Mt. Tabor was predominantly White (90 percent), followed by Asian and Pacific Islanders (seven percent) and American Indian, Eskimo and Aleutian Islanders (one and a half percent). The proportion of persons who were classified as races other than White increased since 1980, with the greatest increase in people classified as Asian and Pacific Islander.

In 1996, Mt. Tabor's median household income was approximately \$37,000. In 1990, 86 percent of residents had graduated from high school and 66 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.

Seventy percent of the neighborhood's working residents traveled to and from work in single occupancy vehicles in 1990, compared to 59 percent in the plan area. The percentage of workers commuting by alternative modes of transportation has decreased since 1980.

## Reed Neighborhood

### The History, the Place, and the Organizations

Reed is a small, primarily residential neighborhood of about 269 acres. The neighborhood is located in the southwestern portion of the *East Portland Community Plan* (EPCP) area; it is bounded to the north by Southeast Holgate Boulevard, to the east by Southeast Thirty-ninth Avenue, to the south by a combination of Southeast Reedway Street, Southeast Steele Street, the northern edge of the Reed College campus and Southeast Woodstock Boulevard, and to the west by the Southern Pacific Railroad tracks.



The Reed neighborhood was originally part of the donation land claim of Edward Long. Until Long's death in 1889, the land that is today the Reed neighborhood was used primarily for growing fruit. After Edward Long's death and the opening of the Waverly-Woodstock streetcar line along Southeast Gladstone Street and Southeast Forty-first Avenue in 1890, the neighborhood began to see some scattered residential development. Between 1890 and 1940, new residents built their houses on semi-rural lots larger than an acre in size. Some residents worked on the nearby railroad, while many continued to operate fruit and vegetable farms. One of Reed's early families, the Rivellis, still operate the small farm along Southeast Twenty-eighth Avenue north of the Crystal Springs Rhododendron gardens.

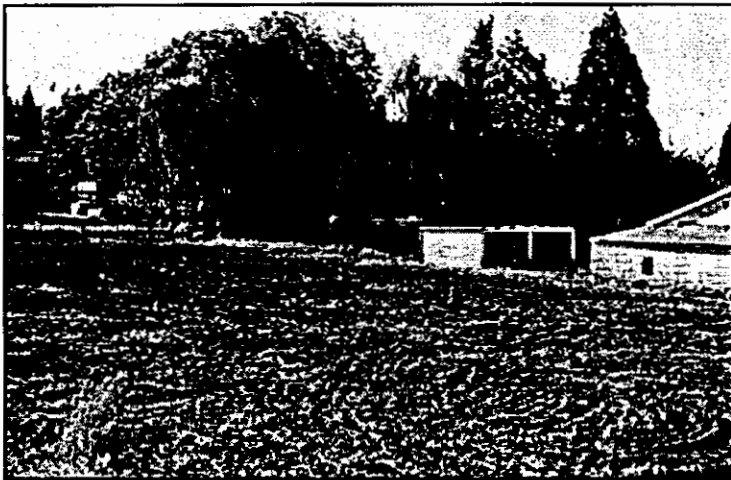
In 1902 the Odd Fellows built an orphanage and home for poor widows on a large site adjacent to Holgate Street. While the orphanage was closed in 1947, the original building is still used as part of the Odd Fellows Holgate Center which today includes an assisted housing project, a health center, and a retirement community.

From 1925 to 1968, the Reed neighborhood was the location of Lambert Gardens, a collection of twelve decorative gardens on 30 acres at the northeast corner of Southeast Twenty-eighth and Steele. During the 43 years they operated, the gardens drew over two million visitors from Portland and

beyond. After its sale in 1968, the garden land was redeveloped as the Reedwood Friends Church and a large apartment complex.

Much of Reed's development occurred during the postwar construction boom following the 1940s. In 1947, the Reed College Heights Subdivision was platted and built on farm land south of Steele that had housed the remaining structures of Ladd's Crystal Springs Farm. In the late 1950s, the forested area to the north of Steele was developed as Reedwood, a subdivision of wide curvilinear streets and large modern houses. Most of the current industrial area west of Twenty-eighth was also developed following the 1940s.

The Reed neighborhood continued to develop incrementally throughout the sixties and seventies (over 60 percent of all structures standing in the Reed



The only operating farm in the EPCP area, located on 28th Avenue near the Reed College campus.

neighborhood today were built between 1960 and 1979). The Reed Neighborhood Association was first organized in 1981.

Several large apartment complexes along Twenty-eighth and Holgate house almost half of all households living in the neighborhood. Another 36 percent of Reed households live in the neighborhood's single-

dwelling houses. Reed's single-dwelling houses are predominantly owner-occupied (nearly 90 percent of the neighborhood's single-dwelling units were occupied by their owners in 1990).

In addition to housing, Reed today incorporates numerous nonresidential uses. West of Twenty-eighth along the Brooklyn rail yards is an industrial enclave that includes more than thirty industrial and commercial tenants. Several retail, office, and institutional uses are located east of this industrial area within the neighborhood, primarily along Steele, Holgate, and Twenty-eighth and Thirty-ninth.

The Eastmoreland Hospital, located at Twenty-eighth and Steele, has a significant impact on the Reed neighborhood and is often used as a gathering place for Reed Neighborhood Association events. The Reed neighborhood is the location of the Holgate Center, a large multipurpose complex operated by the Odd Fellows, as well as the Tucker-Maxon Oral School, the Reedwood Friends Church, and numerous adult congregate care facilities.

While there are no parks or publicly accessible open spaces within the neighborhood, Reed today includes a small working farm (along Twenty-eighth just north of Crystal Springs Rhododendron Garden), and abuts a community garden owned by Reed College and operated by Portland Parks and Recreation (located at the western edge of the Reed campus). In addition, several nearby open spaces are used for recreation by Reed's residents including Kenilworth Park (across Holgate to the north of the neighborhood), and the natural spaces of the Reed College campus and Crystal Springs Rhododendron gardens (adjacent to the neighborhood to the south).

## **People**

In 1996, the Reed neighborhood was estimated to have a population of 3,276 people. The population increased by 5.3 percent between 1980 and 1996. This rate of increase is slightly higher than in the EPCP area as a whole which grew by about three percent over the same time period.

The number of households has grown more quickly than Reed's population, and the average number of persons per household has declined from 2.0 persons per household in 1980 to 1.9 in 1996. Households in the Reed neighborhood are typically smaller than in the EPCP area as a whole—in 1990, 80 percent of Reed's households had either one or two persons. (By comparison, 70 percent of the households in the EPCP area were one or two person households during this decade.)

Seniors comprise a greater percentage of Reed's population than of the population of the EPCP area as a whole, and school aged children make up a smaller percentage of the population. In 1990, 20 percent of the population of the Reed neighborhood was over the age of 64 and 11 percent of Reed's residents were under the age of 18.

The Reed neighborhood is predominantly White (nearly 90 percent). This is comparable to the EPCP area which was 89 percent White in 1990. In 1990, nearly eight percent of Reed's residents were classified as Asian and Pacific Islander. The population of Asian and Pacific Islanders living in Reed nearly doubled between 1980 and 1990.

In 1996, Reed's median income was estimated to be approximately \$32,000. While the neighborhood has shown a nominal increase in median household income since 1980, real income, adjusted to reflect inflation, declined by five percent between 1980 and 1996.

Most of Reed's work force was employed in executive, professional, technical, sales, and administrative support positions (64 percent) in 1990. The percentage of residents engaged in manufacturing and service related occupations increased between 1980 and 1990.

In 1990, 85 percent of Reed's residents aged 25 and older had graduated from high school and just over 62 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.

A smaller percentage of Reed's residents take public transit to work than in the EPCP area as a whole. In 1990, 65 percent of Reed's residents traveled alone to work in an automobile. Twelve businesses in the industrial enclave reported in a recent neighborhood survey that more than 95 percent of their 445 employees commute by single occupancy vehicle into the neighborhood. A larger percentage of Reed's residents carpool or walks to work than of the plan area's population.

## Richmond Neighborhood

### The History, the Place, and the Organizations

The present day Richmond neighborhood encompasses 600 acres of land and is bounded by Southeast Hawthorne Boulevard to the north, Southeast Fifty-second Avenue to the east, Southeast Powell Boulevard to the south, and Southeast Twenty-ninth Avenue to the west.

The neighborhood includes a portion of four donation land claims formerly held by Seldon Murray, Clinton Kelly, Perry Prettyman, and Hampton Kelly. Of the four, Clinton Kelly was the most notable for his efforts in the community. When Kelly first located in the area in 1849, Richmond was largely wooded.

The area was subsequently cleared for produce farming and for timber which supported local building construction needs and was a valuable export item. By the 1880s, the area was being platted for residential development and most of the neighborhood was platted by 1910.

Hawthorne was the primary east-west street in Richmond and commercial structures developed along it during the early years of the neighborhood. Small grocery stores were also common throughout the neighborhood, although most of these have since been replaced or converted into residences. The Richmond School was a focus for the residents of the neighborhood and maintained an active Parent-Teacher Association that supported many neighborhood assistance programs such as a community meals period during the depression of the 1930s.

Land uses in Richmond are primarily residential, with the majority of parcels developed with single-dwelling residences dating from the 1900s to the 1920s. Indeed, one of the strong characteristics of Richmond is the well defined, established single-dwelling residential areas. These areas are generally similar in the era of development, densities, style and design of structures.





Many of Richmond's streets are lined with charming streetcar era residences.

Another defining characteristic of Richmond are its linear east-west commercial streets. Significant commercial development can be found along Hawthorne, Division and Powell. Each of these streets has a unique character: Hawthorne is the almost-gentrified "high street" of southeast Portland, with boutiques and special interest shops and services; Division offers an eclectic mix of retailers, services and housing; and Powell, US Highway 26, operates as a major state and regional highway and is lined with auto-oriented retailers and service providers.

The Richmond Neighborhood Association originated in response to concerns over Portland's Model Cities program participation in 1968. In 1974, the group organized considerable citizen input as part of the proposed Mt. Hood Freeway. At the time, the State of Oregon had planned to construct a four lane freeway connecting Highway 26 to Interstate 5 roughly following Division through the heart of Richmond. The plans were ultimately dropped due to public opposition and budget concerns. In recent times, the neighborhood association has actively worked on several land use and transportation projects, including development of the *Richmond Neighborhood Plan* in 1992.

## People

In 1996, Richmond was estimated to have a population of 12,434 living in 5,223 households. In 1990, Richmond had a population of 11,699 people living in 4,874 households. This represents a slight decline from 1980 when the population was 11,976 persons living in 4,876 households.

Household size in Richmond was estimated to be just under 2.4 persons per household in 1996. Households in Richmond tend to be somewhat larger

than those in the plan area, but have dropped slightly since 1980 when the average size was 2.5 persons per household.

In 1990, the largest percentage of Richmond's population (35 percent) lived in two person households. One person households followed at 30 percent. About 35 percent of the households in Richmond consisted of three or more individuals. This compares to the plan area, where 37 percent of households were one person, 33 percent were two persons, and 30 percent were three or more persons. The larger numbers of two and three person households relative to the plan area may be partially attributable to the number of single-dwelling detached houses in the Richmond neighborhood. Currently, over 73 percent of the housing units in Richmond are single-dwelling detached units. In 1990, the number of housing units in Richmond was 5,103, a number unchanged from 1980. In 1990, 56 percent of households owned their homes, a slight decrease from 1980, and well above the EPCP area average of 49 percent.

The population of Richmond is largely White (87 percent), followed by Asian and Pacific Islanders (nine percent) and Blacks (two percent). Overall, the proportion of persons classified as races other than White has increased slightly since 1980, with the greatest increase in the number of people of Asian and Pacific Islander heritage.

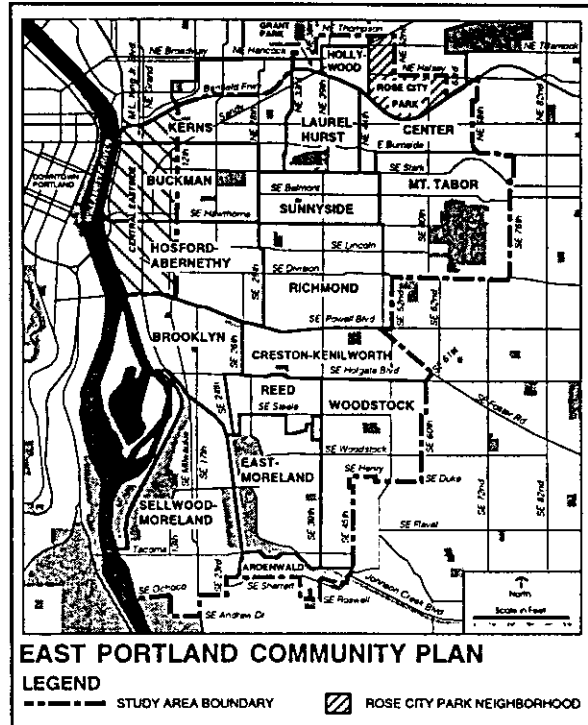
Of those residents employed, 34 percent were in technical sales and administration positions; 27 percent were in managerial and professional positions; 25 percent were employed as operators, fabricators, laborers, or in precision production; and 14 percent were in service related positions. In 1996, Richmond's median income was approximately \$33,000. Median income in real dollars has decreased slightly since 1990. In 1990, 82 percent of Richmond's residents had graduated from high school and 82 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.



## Rose City Park Neighborhood

### The History, the Place, and the Organizations

The Rose City Park neighborhood is bounded generally by Northeast Prescott Street to the north, Northeast Sixty-seventh Avenue to the east, the Banfield Freeway to the south, and Northeast Forty-seventh Avenue to the west. The entire neighborhood contains approximately 769 acres. The portion of the neighborhood included in the *East Portland Community Plan* (EPCP) area is bounded by Northeast Halsey Street and Northeast Sandy Boulevard to the north, Northeast Fifty-second and Sixty-third Avenues to the east, the Banfield to the south, and Northeast Forty-seventh Avenue to the west. This portion of the neighborhood is included within the EPCP boundaries in an effort to



resolve land use and transportation issues related to the area's proximity to the Hollywood Town Center and Sixtieth Avenue Station Community.

Rose City Park developed as a suburban residential area at the beginning of this century. Both the plat and a streetcar extension along Sandy were completed in 1907, and residential development oriented to Sandy occurred rapidly. The portion of the neighborhood south of Northeast Halsey Street developed more slowly until the Northeast Fifty-third Avenue and Northeast Sixtieth Avenue overcrossings were completed across Sullivan's Gulch in 1917 and 1918.

The industrial uses clustered at the southern end of this area originally located there during the First World War for easy access to the railroad mainline through Sullivan's Gulch. A few neighborhood-oriented businesses are located on Halsey, and one larger retail use is located near the Fifty-third overcrossing of the Gulch. The remainder of the area is primarily single- and multi-dwelling residential.



The portion of Rose City Park in the EPCP area offers a contrast of smaller single-dwelling residences located near an industrial area.

Almost three-quarters of the neighborhood's housing units in 1990 were in single-dwelling residences. In 1990, 62 percent of the housing units were owner-occupied.

Normandale and Frazer Parks are both in the portion of the

neighborhood within the EPCP area boundary. Prior to 1940, when the Erv Lind Stadium was constructed, Normandale Park was a dairy operation.

With the exceptions of Sandy, the curvilinear streets of the Euclid Avenue area, and the Banfield Freeway's winding course through Sullivan's Gulch, the portion of the neighborhood within the EPCP area is characterized by a grid street pattern. Sandy and the Banfield Freeway are the area's two major traffic routes.

Several of the local streets in the area south of Halsey were built without curbs and sidewalks. This is because, contrary to most of the rest of the EPCP area, when the properties were developed, owners were not required to provide this infrastructure.

The Rose City Park Citizen's Organization was formed in 1972, and termed itself a neighborhood association in the late 1970s. The organization did an extensive land use survey of the neighborhood and proposed zoning during Portland's *Comprehensive Plan* process in the early 1980s. The neighborhood does not have an adopted neighborhood plan, but has sought assistance for a neighborhood planning effort since the adoption of Portland's *Comprehensive Plan*.

## People

In 1990, Rose City Park had a population of 9,221 and an average of 2.34 persons per household. In 1990, the neighborhood had a higher percentage of White residents than the plan area as a whole (91 percent compared to 89 percent). In 1990, 87 percent of Rose City Park's residents aged 25 and older had graduated from high school and just over 64 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.

## Sellwood-Moreland Neighborhood

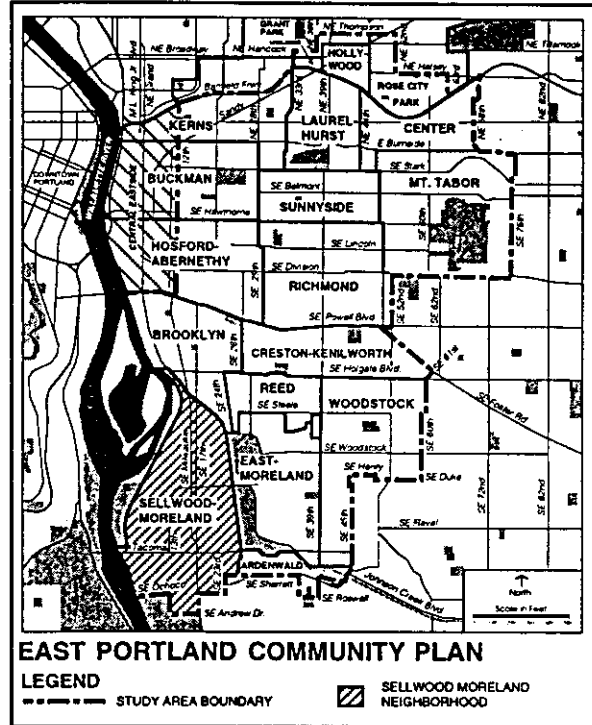
### The History, the Place, and the Organizations

The Sellwood-Moreland neighborhood is located three miles south of downtown and is 1,103 acres in size. The neighborhood is bounded to the north and east by Southeast McLoughlin Boulevard, to the south by the Portland city boundary, and to the west by the Willamette River. Sellwood-Moreland includes the original plat of Sellwood, as well as the 1920s subdivisions of Westmoreland and Garthwick.

The Sellwood-Moreland area was originally settled in 1848. By 1870, the Oregon & California Railroad (later Southern Pacific) was running steam trains on its tracks at the eastern edge of Sellwood, with a stop at the town of Willsburg, just east of Sellwood. In 1882, the Sellwood Real Estate Company purchased much of Sellwood, cleared trees, and platted and sold residential lots. The city of Sellwood incorporated in early 1887, and in 1893 Sellwood annexed to the city of Portland.

After 1904, the area was served by both a streetcar and an interurban rail line. In 1909, Westmoreland was platted out of William Ladd's Crystal Springs Farm between Milwaukie Avenue and the Southern Pacific Railroad tracks. By 1924, all Westmoreland lots were sold due to the proximity of the Eastmoreland golf course and Reed College and easy automobile access across the newly constructed Sellwood and Ross Island Bridges. In 1910, Sellwood Park was acquired by the city of Portland as the location for the city's first public swimming pool.

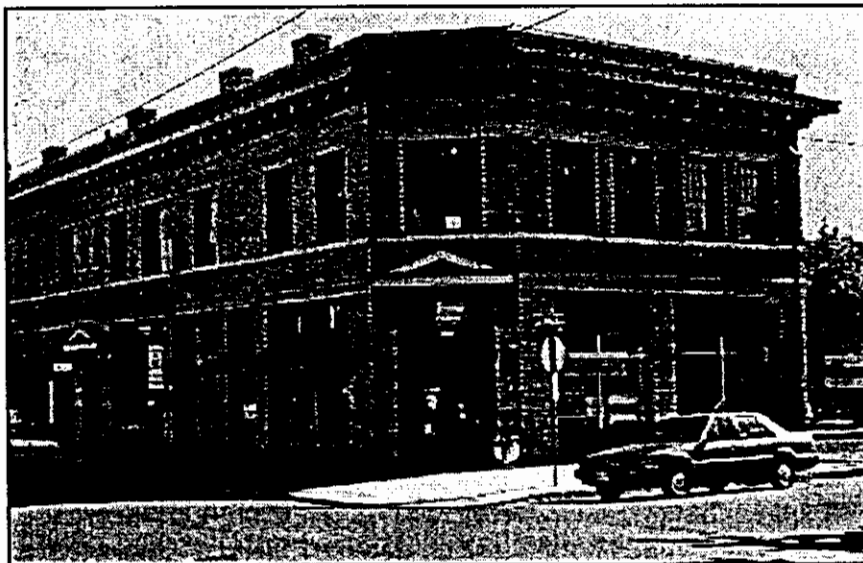
In the 1950s, streetcar service in the city ended and most businesses in Sellwood shifted to the northern portion of the Westmoreland area. After the 1950s, the Sellwood Bridge gradually became a conduit for traffic to the growing southeast suburbs. Increased traffic on the bridge and Southeast Tacoma Street served to divide the southern portion of Sellwood from the northern portion. Following World War II, most new construction occurred



in Westmoreland, but some infill, particularly development of apartments continued throughout Sellwood-Moreland.

The Sellwood neighborhood continues to have an interesting mix of houseboats, workers' cottages, older houses in a variety of architectural styles, as well as contemporary ranch-style houses, apartment buildings, and rowhouses. It also contains two high-rise apartment buildings: Westmoreland's Union Manor near Bybee and McLoughlin, and the Sellwood Center at Southeast Seventeenth and Southeast Tenino.

The neighborhood today includes four public parks (Westmoreland, Sellwood, Sellwood Riverfront, Johnson Creek), an elementary school (Llewellyn), a middle school (Sellwood), Oaks Amusement Park, the Oregon Yacht Club, Portland Rowing Club, the Oaks Bottom Wildlife area, the Sellwood Community Center, the Boys & Girls Club, a branch library, many churches, fraternal lodges, a movie theater and three business districts.



The corner of Southeast Thirteenth Avenue and Umatilla Street on Sellwood-Moreland's Antique Row commercial area.

The 1920s era Westmoreland business district stretches for several blocks along Milwaukie, with its center at Bybee. It provides a mix of service-oriented businesses for local residents. Today antique shops account for most of the businesses in the Sellwood business district along Southeast Thirteenth Avenue; this district originally emerged during the late nineteenth and early twentieth centuries. The neighborhood's third business district is situated on Seventeenth near Tacoma. It includes a variety of locally-oriented retail and office uses. At the eastern margin of the district between Spokane, Ochoco, McLoughlin and Twenty-third, there is a small area of light industry.

The riverbank, formerly an area of industry and transportation, is now used for housing and public recreation. Situated south of the Sellwood Bridge are several apartment/condominium complexes and the Portland Rowing Club Moorage. North of the bridge are a restaurant, a boat launching area, an office building, a public park and dock, a stretch of public beach, the Oaks Amusement Park, and the Oregon Yacht Club Moorage.

## **People**

In 1996, there were approximately 11,415 people living in 5,400 households within Sellwood. Sellwood's population has grown by nearly five percent since 1980. Sellwood household size increased slightly between 1980 and 1996, but is much smaller than its 1970 size—the average household size in Sellwood has hovered at around 2.1 persons since 1980. This is smaller than the average household size in the EPCP area as a whole.

In 1990, Sellwood's population was 93 percent White, two percent Black, and four percent Asian and Pacific Islander. While the neighborhood's Asian and Pacific Islander population more than doubled between 1980 and 1990, the neighborhood continued to have a smaller percentage of nonwhite residents than did the EPCP area as a whole.

In 1990, over 17 percent of Sellwood's residents were 65 years of age and older—this is a larger percentage than in the EPCP area where 15 percent of residents were over the age of 65. The percentage of population older than 65 has decreased in the Sellwood area since 1980.

In 1996, Sellwood's median household income was approximately \$33,000. This is higher than the median incomes of the majority of EPCP neighborhoods. Between 1980 and 1996, Sellwood saw an increase in real median income adjusted for inflation of about 25 percent—a greater increase than in any other neighborhood in the EPCP area. In 1990, 84 percent of Sellwood's adult population had graduated from high school, and 60 percent had some college experience, compared to 84 and 59 percent respectively in the EPCP area.

A greater percentage of people in Sellwood-Moreland drove alone to work than in the EPCP area or in the city of Portland as a whole in 1990. In 1996, just over 69 percent of Sellwood's working residents drove alone to work.

## Sunnyside Neighborhood

### The History, the Place, and the Organizations

The Sunnyside neighborhood is bounded by Southeast Stark Street to the north, Southeast Forty-ninth Avenue to the east, Southeast Hawthorne Boulevard to the south, and Southeast Twenty-eighth Avenue to the west. The Sunnyside neighborhood today contains approximately 384 acres.

In the mid-1800s Sunnyside was included in portions of three donation land claims. In 1887, these claims were sold to the Sunnyside Land and Improvement Company. The company's primary backer was Henry Pittock, editor of the *Oregonian* and a major investor in the Sellwood Real Estate Company. Advertisements for the subdivision touted the desirability of living on the "sunny side" of the city, outside of the shadow of the west hills and downtown.

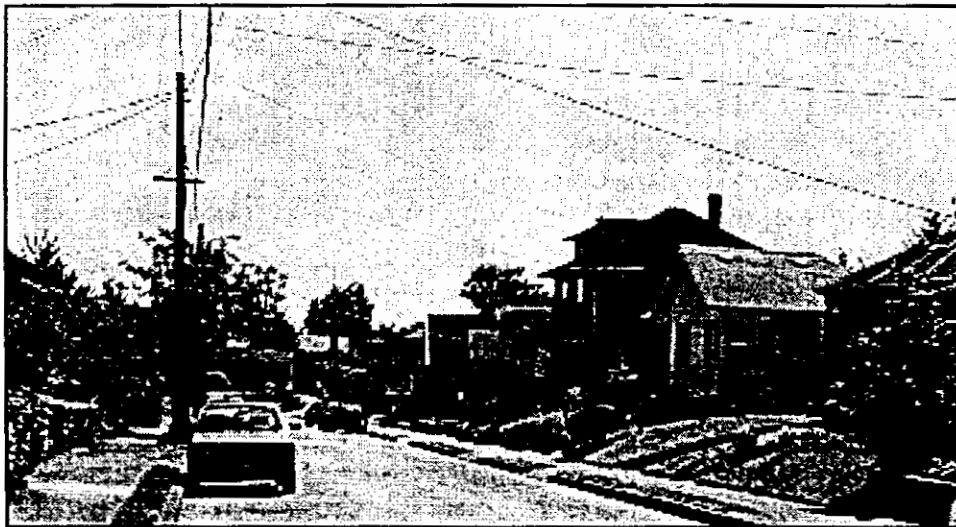


Sunnyside developed earlier than surrounding neighborhoods because the area had downtown access via a steam streetcar line across the Morrison Bridge as early as 1888. This line ran down Southeast Morrison Street to Southeast Twenty-sixth, where it turned south to Southeast Belmont Street. Belmont quickly became the most important thoroughfare on the east side, and the city's first neighborhood shopping area formed at Belmont and Thirty-fourth Avenue. The area was named Laburnum, which was the name of Thirty-fourth at the time, and some of its small stores are still present along Belmont between Thirty-third Avenue and Thirty-fifth.

The Sunnyside neighborhood originally developed as a cooperative effort between the streetcar company and land developers. Often a particular builder would buy a number of lots and build on speculation. As a result, many of the houses were comparable in form and scale, creating the cohesive streetscapes which still exists today. Most homes were set back from the street 20 feet, and had large front porches. There are still a number of the original Queen Anne style homes scattered along these streets today; a few retain the

original carriage house in a side or rear yard. In the early 1900s, a second residential development boom occurred in and around Sunnyside. Smaller homes filled in the gaps between the larger Victorians, creating an overall residential pattern of romantically styled houses.

The residential character of Sunnyside was essentially formed by the late 1920s. The district had become a staunch working class neighborhood with solid ties centered upon the Sunnyside School and several neighborhood churches. The Sunnyside Improvement Association formed as early as 1913. In 1923, a Portland zoning code was approved and Sunnyside was zoned R2, a zone which allowed a mix of homes, multi-dwelling structures, and incidental commercial uses. Automobile use led to the expansion of commercial properties as businesses previously serving a local clientele tried to attract the new regional market. Many homes were destroyed to make way for parking lots on and near Belmont.



The Sunnyside neighborhood is characterized by single- and multi-dwelling residences on narrow streets, such as Southeast Forty-seventh Avenue.

By the 1950s, Belmont was deteriorating and less inviting to pedestrian shoppers. The solid working class neighborhood that had flourished at the turn of the century had also begun to noticeably deteriorate. During the 1960s major demographic changes swept across the area. Young single adults in their twenties and thirties filled neighborhood apartments and large houses that had been converted into multi-dwelling housing.

Today Sunnyside includes several of the most vibrant and successful pedestrian oriented retail corridors in the region along Southeast Hawthorne and Belmont. Much of Sunnyside outside of these corridors is now zoned to allow single-dwelling attached housing. However, most of the properties in the central portions of the neighborhood remain in use as single-dwelling

detached houses. At the western edge of the neighborhood, closer to Buckman, there is a greater mix of residential types including apartment buildings and attached houses. As a whole, 42 percent of the housing units in Sunnyside were single-dwelling detached in 1990. The percentage of detached units declined in Sunnyside from 1980. The neighborhood had more attached units than the plan area, with a much greater percentage of housing with two to four units.

The Sunnyside Neighborhood Association has been active for more than 25 years. Over its tenure, it has worked to develop Sunnyside School Park, repair deteriorated housing, and address issues surrounding the presence of homeless people in the neighborhood. The Neighborhood Association has also worked to resolve transportation and parking issues with neighborhood businesses and services and sponsored garage sales and tree plantings. Sunnyside Neighborhood Association has been active in social and political issues, voting to become Portland's first Nuclear Free Zone in 1983 and rejecting an effort to become a Hemp Enforcement-Free Zone in 1993.

REACH Community Development Corporation selected the Belmont Street area between Southeast Twenty-eighth Avenue and Thirty-ninth for its *Belmont Action Plan* in 1993. The plan included six goals designed to improve neighborhood livability without displacing lower income residents.

Acting in collaboration with the Sunnyside Neighborhood Association, the Buckman Neighborhood Association, REACH, the Belmont Area Business Association, and the Bureau of Planning completed the *Belmont Livability and Zoning Study* (BLAZ) in 1995. The study sought to correct the mismatch between zoning and land uses for commercial properties which were zoned residential in 1980. The mismatches were perceived to be barriers to development on the corridor. In addition to rezoning 45 sites, the study also resulted in a change to the mixed use zone (CM) to support the type of mixed use development found along streetcar era commercial streets like Belmont.

These efforts, coupled with the success of neighboring commercial corridors, have led to revitalization in the area. Perhaps the most visible and talked-about example is the rehabilitation of the Carnation/Foremost Dairy building into the mixed commercial-residential use Belmont Dairy project, which opened in 1997.

## People

The demographic profile of the Sunnyside neighborhood is very similar to that of the *East Portland Community Plan* (EPCP) area. The most distinct differences come not in the people who live in Sunnyside, but how they live. Sunnyside has significantly fewer owner-occupied units than in the plan area. In 1990, 30 percent of Sunnyside residents owned their homes, down slightly



from 1980. By comparison, 49 percent of EPCP residents were owner-occupants.

In 1990, the neighborhood had fewer persons per household (2.1 versus 2.2) than the EPCP area as a whole, and a higher percentage of single person households (45 percent versus 37 percent) than the plan area as a whole.

In part because of fewer two earner households, median household income is lower in Sunnyside than it is in most other EPCP neighborhoods. In 1996, Sunnyside was estimated to have a median household income of about \$28,000. Eighty-four percent of Sunnyside residents had graduated from high school in 1990, the same rate as in the plan area. A slightly higher percentage of residents had attended some college than in the plan area—62 percent, compared to 59 percent in the EPCP area.

## Woodstock Neighborhood

### The History, the Place, and the Organizations

The Woodstock neighborhood is located in the southern portion of the *East Portland Community Plan* (EPCP) area. It is bounded to the north by Southeast Holgate Boulevard, to the east by Southeast Sixtieth Avenue, to the south by Johnson Creek, and to the west by Southeast Thirty-ninth and Forty-fifth Avenues. The neighborhood contains approximately 838 acres.

When it became part of the Kelly land claim in 1848, Woodstock was a plateau of wilderness five miles by wagon road from the main business section of Portland. The land was primarily used as farm land and changed hands several times before being bought and platted for residential development in 1889. The five men who bought the 195 acre subdivision named it Woodstock, from the romantic novels of Sir Walter Scott.

In 1893, James Havelly, a trustee for the group who had bought the plat arranged to have the neighborhood supplied with electricity and water and deeded a 20 foot right-of-way to allow streetcar access. The developers raised subscriptions to attract a streetcar company, and in late 1891 the Waverly-Woodstock Streetcar line extended service south along Southeast Forty-first Avenue to Woodstock Boulevard and east along Woodstock to Southeast Forty-sixth Avenue. Havelly also built his own home in Woodstock and his Queen Anne style residence still stands at the 5400 block of Southeast Fortieth Avenue and is today a Portland Historic Landmark.

Woodstock School started in a small building north of Woodstock, and became part of School District Number One and moved to its present site around 1910. In 1980, a fire destroyed much of the school's wood-frame building, and the building was later refurbished without the second story.

The Woodstock Library started as a reading room in the Woodstock Fire Station, then became a branch library and moved into a storefront space in



1914. In 1960, the library moved again into its own building on Southeast Forty-ninth Avenue and became the fourth community library to be built by the Multnomah County Library Association.

The neighborhood business district that is today the Woodstock Village Center grew up along Woodstock at the end of the streetcar line during the early years of the century. While some of the commercial buildings have been redeveloped since the heyday of the streetcar, many locally owned and managed businesses along Woodstock can still trace their origins back several decades on the street.



The Woodstock Community Center, 5905 Southeast 43rd Avenue, is located at the former site of the Woodstock Fire Station.

Today, the northern portion of the neighborhood contains the majority of the neighborhood's older homes. Post World War II housing construction is concentrated in the southern panhandle and northeast corner of the neighborhood. More recent urban infill housing is scattered throughout the neighborhood, although more concentrated in the eastern portion of the area. Most multi-dwelling

buildings are located along or near Woodstock.

Business and civic activity is concentrated in the Woodstock Village Center located along Woodstock between Thirty-ninth and Southeast Fifty-second Avenues. Churches, a library, and community center are interspersed with large and small commercial establishments offering a wide range of consumer goods and services. Three elementary schools—Woodstock, Lewis, and Our Lady of Sorrows—are within easy walking distance of the Village Center. Reed College is down the hill to the west, two blocks away.

The texture of the center is created by the presence of commercial, residential and institutional buildings dating back to the turn of the century, side by side with those built during the postwar construction boom. A limited number of buildings, primarily residential, were built in the 1970s and 1980s. The older buildings reach to the sidewalk, creating a pedestrian-oriented environment. The newer buildings were designed to accommodate the automobile, with parking lots located between sidewalks and storefronts.

In 1995 city council adopted the *Woodstock Neighborhood Plan*. This plan was prepared by a plan committee comprised of Woodstock residents and was

adopted by both the Woodstock Neighborhood Association and the Woodstock Community Business Association prior to its formal presentation to the city of Portland for adoption.

## **People**

In 1996, Woodstock was estimated to have a population of 9,113 residents. After experiencing a population decline between 1980 and 1990, Woodstock is estimated to have grown in population by about six percent between 1990 and 1996. In 1990, the average household size in Woodstock was 2.3 people per housing unit. Households have been declining steadily in size in Woodstock, but still tend to be slightly larger than they are in the EPCP area as a whole.

The proportion of the population 65 years of age and older has increased slightly since 1980 and is greater in the Woodstock neighborhood than in the EPCP area as a whole. The proportion of persons under 18 years of age has declined slightly.

The Woodstock neighborhood, like other EPCP neighborhoods, is predominantly White (over 92 percent) with a slight but consistent increase over the last 20 years in the number and proportion of Asians and Pacific Islanders residing in the area. In 1990, Asian and Pacific Islanders accounted for slightly over four percent of the Woodstock population. Residents classified as Black and those classified Native American, Eskimo, and Aleut accounted for a combined percentage of just over one percent of Woodstock's population.

Seventy-two percent of the Woodstock residents 25 years and older had completed at least a high school education and 28 percent of Woodstock's adult population had some college experience in 1990, compared to 84 and 59 percent respectively in the EPCP area.

In 1990, approximately 22 percent of Woodstock's residents worked in jobs classified as managerial or professional; 35 percent in technical, sales, and administrative support positions; 14 percent in service positions; and 27 percent as operators, fabricators, laborers, or in precision production positions. Woodstock had a larger percentage of residents employed as operators, fabricators, laborers, or in precision production than did other neighborhoods in the EPCP plan area.

In 1996, Woodstock's median income was estimated to have been about \$36,000. This is higher than that of most other neighborhoods in the plan area and may reflect a larger number of two earner households, as well as employment in higher wage earning manufacturing and skilled trade positions among Woodstock's residents. Median income, even after adjusting for inflation, increased steadily between 1980 and 1996.

In 1990, 57 percent of Woodstock residents drove alone to work, 19 percent carpooled, 11 percent took transit, and five percent walked. While Woodstock's residents are less likely to take public transit than residents in the plan area as a whole, they are also less likely to drive alone to work. A greater percentage of Woodstock residents carpooled or worked at home in 1990 than in the EPCP area as a whole.

# PART IV

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Maps

## Maps

### Introduction

This section contains the graphic products developed during the *East Portland Community Plan* (EPCP) project. Six maps are included in this appendix:

- Land Use Map—displays the land uses for all the properties in the plan area as recorded in summer and fall 1996.
- Comprehensive Plan Map—a map of the *Comprehensive Plan* designations for the plan area as of the printing date.
- Alternative Zoning Concepts—three maps that graphically represent possible development patterns for the plan area.
- Neighborhood Preference Map—a map showing the development pattern preferred by members of the community and the EPCP Citizen Advisory Committee who participated in a charrette on May 17, 1997.

### For More Information

Information related to the maps may be found in other sections of this document. For more information on...

...how the *Land Use Map* inventory was compiled, refer to *Part I. Project Summary*.

...land uses in the EPCP area, refer to *Part II., section C. Land Use*.

...land uses within particular neighborhoods, refer to *Part III. Neighborhood Profiles*.

...the role of the *Comprehensive Plan* in the community planning process, refer to *Part I. Project Summary*.

...the context for and development of the *Alternative Zoning Concepts*, refer to *Part I. Project Summary*.

...the creation of the *Neighborhood Preference Map*, refer to *Part I. Project Summary*.

## **Land Use Map**



## LAND USE MAP

This map identifies the existing land uses within the EPCP area as they were recorded in 1996. METRO's Geographic Information System (GIS) and the Multnomah County Office of Assessment and Taxation provided the base information for the inventory. Members of the East Portland Community Plan team conducted field work to verify the base data and collect additional information. Field work was completed in September 1996. For complete information about the land use inventory and resulting map, please refer to *Part I* of this document. Land uses were recorded as being in one of the following categories: vacant lands, open spaces, single-family residence, duplex, multi-family residential, mixed residential and commercial, commercial, manufacturing or institutional.

**Vacant lands** are entire lots (other than nature preserves) with no useable structures or maintained landscaping. Useable vacant buildings are counted as their last use.

**Open Spaces** are natural areas and other large areas consisting mostly of landscaping. They include parks, golf courses, cemeteries, public squares, trails, botanical and community gardens, boat launching areas, and nature preserves. They may have some accompanying facilities.

A **Single-Family Residence** is a house on its own lot. This house may be attached or detached. All row houses on their own lots are single-family residences. A house that contains one accessory rental unit, or a lot containing both a large house and a smaller house is also counted as a Single-Family Residence.

A **Duplex** is two attached residential units on one lot. Neither unit is noticeably larger than the other, and there are two front doors. If the duplex is on a corner lot, it is common for the front doors to face different streets.

**Multi-Family Residential** includes three or more residential units on a single lot. Structures may be either attached or detached or within a larger structure. Also counted in this category are older large houses that has been converted into three or more units.

**Mixed Residential and Commercial** includes buildings with both residential and commercial uses.

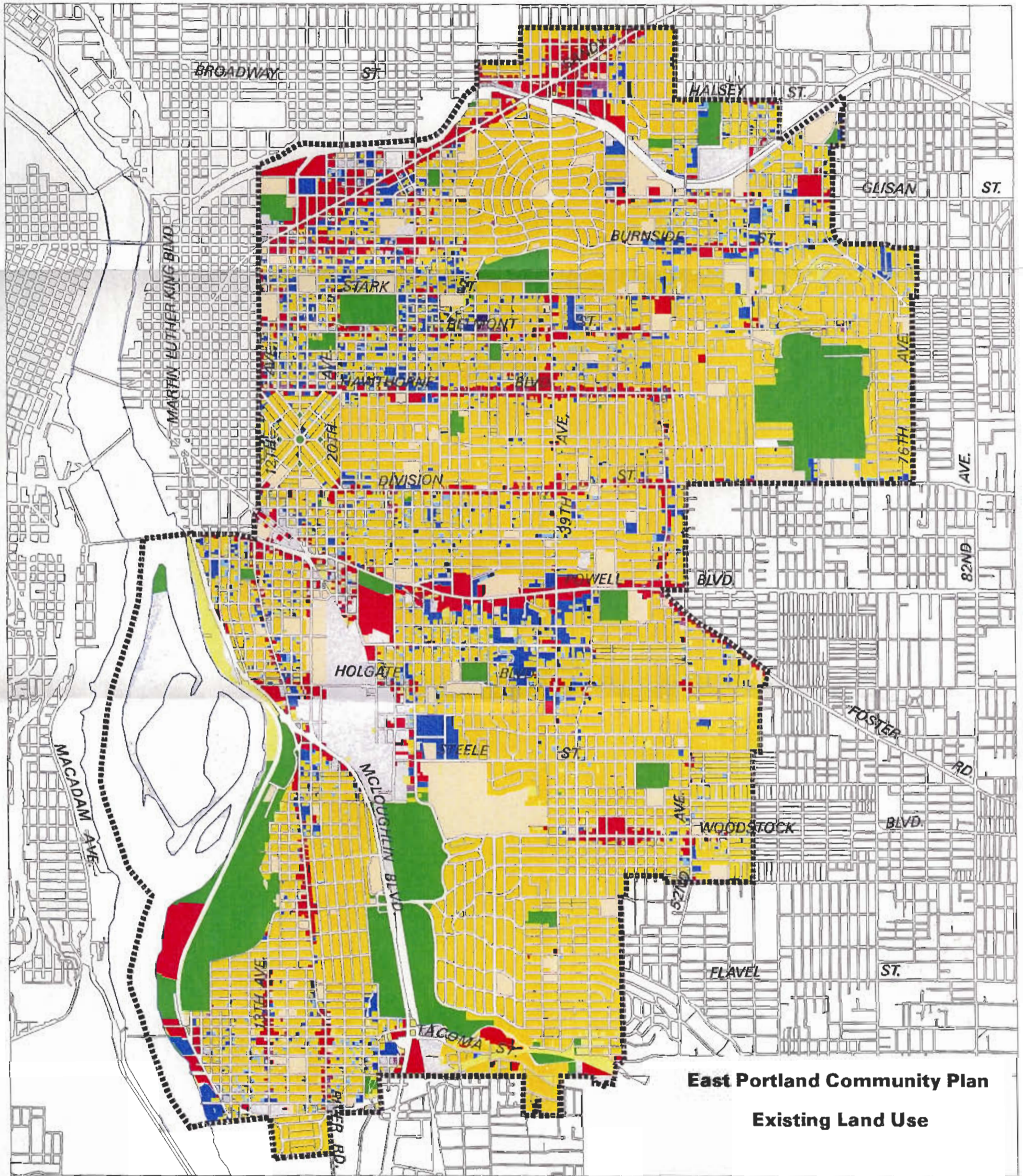
**Commercial uses include:**

- **Retail Sales, Service, and Repair** firms involved in the sale, lease or rent of new or used products; personal services or entertainment; or product repair or services for consumer and business goods.
- **Office** uses characterized by activities conducted inside a building focusing on business, government, professional, medical, or financial services.
- **Vehicle Servicing, Sales, and Repair** include gas stations, car washes, oil change services, emission test sites, vehicle repair, auto body shop, and related businesses.
- **Commercial Parking** which are entire lots that contain only parking for a fee.
- **Commercial Recreation** uses which provide continuous recreation or entertainment oriented activities taking place outdoors or in a number of structures which are arranged together.

**Manufacturing uses include:**

- **Manufacturing and Production** firms involved in the manufacturing, processing, fabrication, packaging, or assembly of goods.
- **Warehouse and Distribution** firms involved in the storage, or movement of goods for themselves or other firms. There is little on-site sales activity with the customer present.

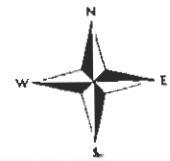
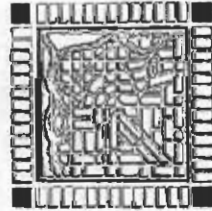
**Institutional** uses include educational, cultural, social service, medical, emergency, religious and public works facilities.



**East Portland Community Plan  
Existing Land Use**

**Legend**

- Open Space
- Single-Family Residential
- Duplex Residential
- Multi-Family Residential
- Mixed Residential And Commercial
- Commercial
- Industrial
- Institutional
- Vacant Land
- No Data Available



**INFORMATION SOURCES:**

Taxlots: Originally produced by Oregon Dept. of Revenue. Modified and updated by Multnomah County Assessment & Taxation and Portland Dept. of Transportation. Updated through April 1986. Accuracy - +/- .1 feet. April 1986.

All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.

The information on the map was derived from digital databases on the City of Portland, Bureau of Planning GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

Existing Land Use: Collected in the field by Portland Bureau of Planning. Summer, 1996. Note: some lots may not be coded due to changes or data errors in the A&T account R#.



City of Portland  
Bureau of Planning  
Geographic Information System

Scale: 1" = 2700'

August 20, 1997

## Comprehensive Plan Map

## COMPREHENSIVE PLAN MAP

The Comprehensive Plan Map guides growth and development, protects community livability, and provides certainty for those wishing to develop their land. The designations are policy statements in the Comprehensive Plan. Each designation corresponds with one or more zones, which include provisions that regulate the use of land and some aspects of design. The official Zoning Maps also include overlay zones and plan district boundaries. In the East Portland Community Plan area, the Johnson Creek Basin, Eastmoreland and Laurelhurst Plan Districts and the Ladd's Addition Conservation District include regulations that address specific constraints and opportunities and supersede other zoning regulations. The designations shown on this map are generalized. For exact information on current Comprehensive Plan map designations, zones, overlay zones and plan district requirements, please consult the Portland Planning Bureau Permit Center staff: Portland Building, First Floor, 1120 SW Fifth Avenue, Portland, OR 97204-1966 or the Internet: [www.ci.portland.or.us](http://www.ci.portland.or.us).

**Open Space:** parks, natural areas, golf courses and cemeteries.

**Residential Farming:** primarily agricultural. Detached single-dwelling houses allowed.

**Single-Dwelling Residential (Residential 5,000; Residential 7,000; Residential 10,000):** single-dwelling houses including attached or rowhouses. The number after "Residential" represents minimum lot sizes.

**Attached Residential (Residential 2,500):** single-dwelling houses including attached houses. Minimum lot sizes of 2,500 square foot lot for attached units.

**Multi-Dwelling Residential (Low Density Residential 2,000; Medium Density Residential 1,000; High Density Residential; Central Residential):** apartments, rowhouses, duplexes and single-dwelling houses. Density is indicated by the number after the "Residential". Example: Residential 2,000 allows one unit per 2,000 square feet. High Density Residential requires a minimum of at least one unit per 1000 square feet of lot area. Central Residential requires a minimum of at least one unit per 500 square feet of lot area.

**Institutional Residential:** large institutional campuses such as medical centers, colleges, high schools and universities. Residential uses also allowed. Always has the "d" Design overlay zone.

**Neighborhood Commercial:** smaller scale neighborhood-oriented commercial uses in and adjacent to residential areas. Allows residential uses as well as commercial.

**Office Commercial:** Gives preference to office over commercial uses. Residential and commercial development also permitted.

**Urban Commercial:** a full range of retail, service and business uses serving local and larger market areas. Primarily for development served by transit with a strong orientation to pedestrians. Maintains housing opportunities.

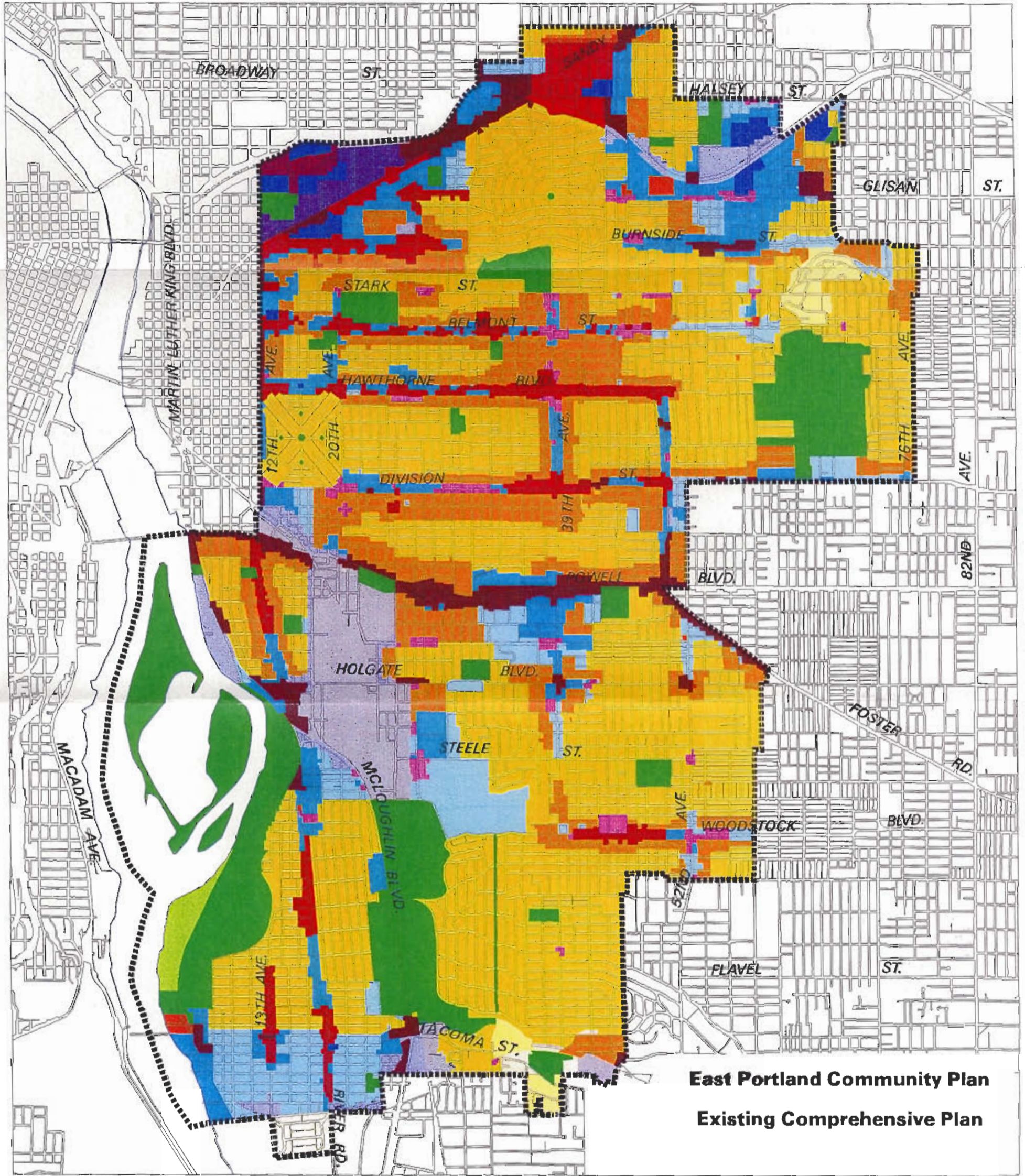
**General Commercial:** a full range of commercial uses having local to regional markets. Development will mostly be auto-oriented. Residential development is permitted.

**Central Commercial:** the city's most physically intense commercial designation. Development is subject to design review. Residential uses are permitted.

**Central Employment:** high intensity mixed-use areas in an overall industrial-type setting. Full range of industrial and commercial uses. Residential uses are also allowed. The "d" Design overlay zone is applied.


















**Mixed Employment:** a wide variety of employment opportunities are encouraged in an industrial setting. Industrial uses are allowed with few limitations, but commercial uses are limited in intensity and residential development is restricted to prevent conflicts with other uses.

**Industrial Sanctuary:** intended for areas where city policy is to reserve land for existing and future industrial development. Non-industrial uses are limited to prevent land use conflicts and to preserve land for industry.

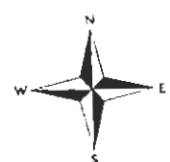
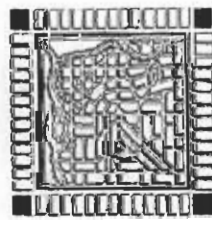


**East Portland Community Plan  
Existing Comprehensive Plan**

**Legend**

- |   |                           |   |                           |
|---|---------------------------|---|---------------------------|
|  | Open Space                |  | Institutional Residential |
|  | Residential Farming       |  | Neighborhood Commercial   |
|  | Residential 10,000        |  | Office Commercial         |
|  | Residential 7,000         |  | Urban Commercial          |
|  | Residential 5,000         |  | General Commercial        |
|  | Residential 2,500         |  | Central Commercial        |
|  | Low Density Res. 2,000    |  | Central Employment        |
|  | Medium Density Res. 1,000 |  | Mixed Employment          |
|  | High Density Residential  |  | Industrial Sanctuary      |
|  | Central Residential       |   |                           |

**INFORMATION SOURCES:**  
 Taxlots: Originally produced by Oregon Dept. of Revenue. Modified and updated by Multnomah County Assessment & Taxation and Portland Dept. of Transportation. Updated through April 1996. Accuracy - +/- .1 feet. April 1996.  
 Comprehensive Plan Designations: Digitized from bureau zoning maps by Roy F. Weston, Inc. for Portland Planning Bureau. Registered to taxlots. Updated through May, 1987.  
 All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.  
 The information on the map was derived from digital databases on the City of Portland, Bureau of Planning GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

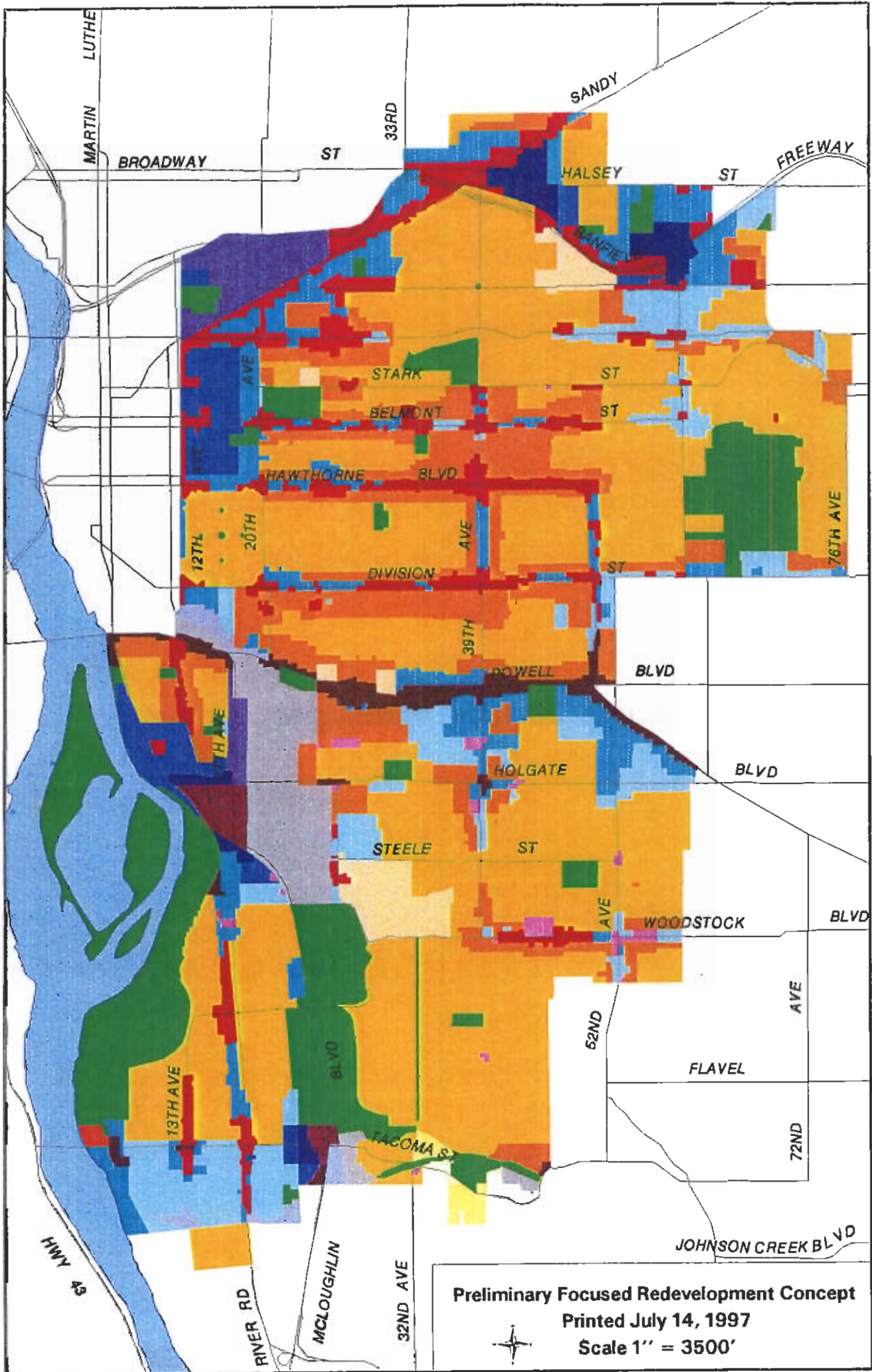


City of Portland  
 Bureau of Planning  
 Geographic Information System

Scale: 1" = 2700'

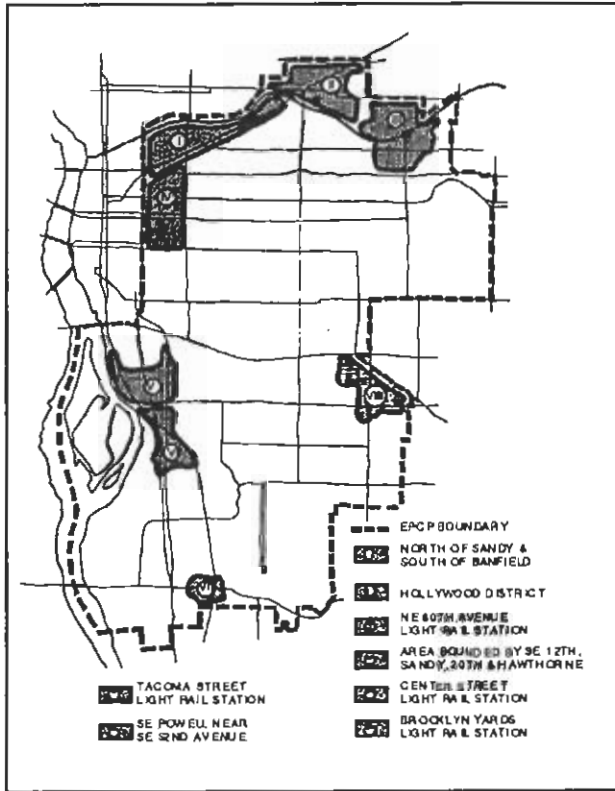
August 20, 1997

## **Alternative Zoning Concepts**



## PRELIMINARY FOCUSED REDEVELOPMENT CONCEPT

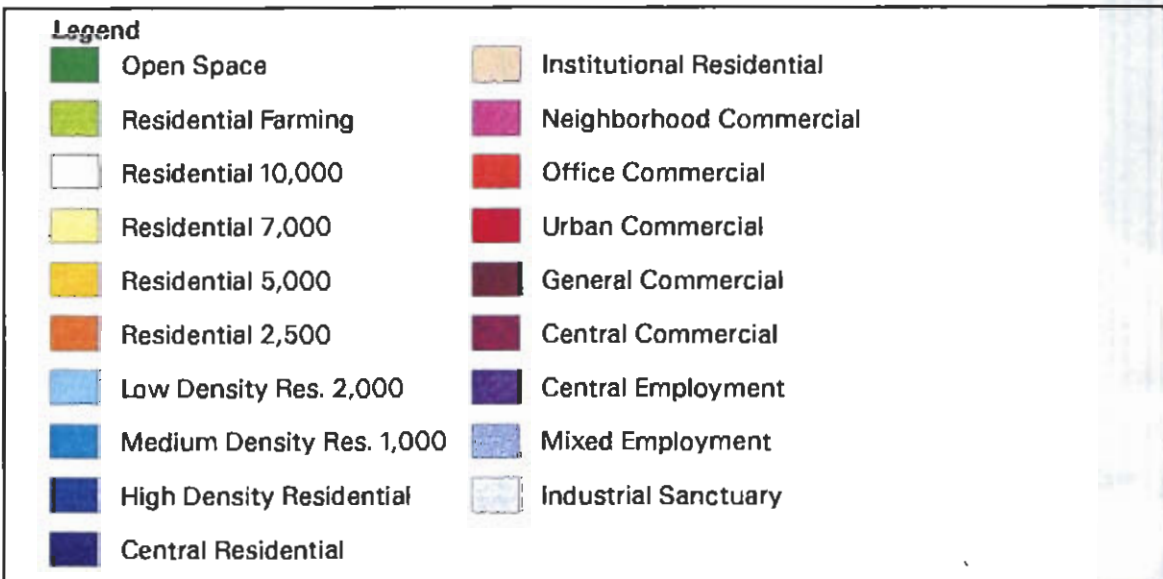
The premise of the Focused Redevelopment concept is that the 1980 Comprehensive Plan set an appropriate development pattern for inner southeast and future growth should be focused into specific areas. This alternative focuses growth into eight redevelopment areas served by existing or proposed light rail, or by frequent bus service.



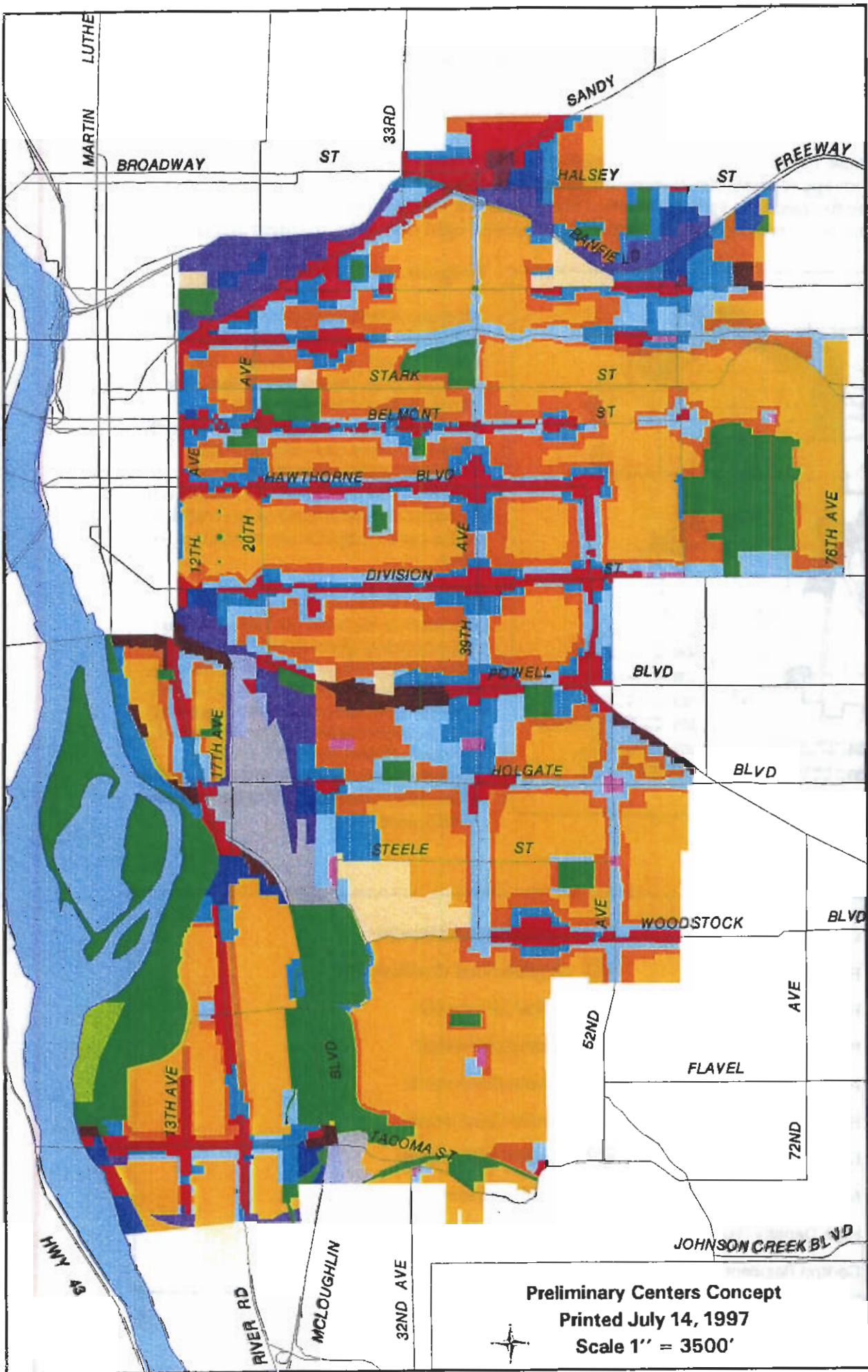
### Purpose and Context

All three Alternative Zoning Concepts emphasize the relationship between land use and public transit. Each concept takes into account the area's relationship to the region by incorporating the Region 2040 Growth Concept, takes into account the character of the current land use pattern, and attempts to focus growth in ways that would enhance livability as the area's population continues to grow.

None of the three concepts was intended to be seen as "the way" to accommodate growth in the area. Each concept has particular strengths and weaknesses, and elements of one concept may have ultimately worked best in combination with elements of another. Refer to Part I of this document for more information on the Alternative Zoning Concepts and their development.







LUTHE  
MARTIN

BROADWAY

ST

33RD

SANDY

HALSEY

ST

FREEWAY

AVE

STARK

ST

BELMONT

ST

AVE

HAWTHORNE

BLVD

12TH

20TH

DIVISION

ST

76TH AVE

17TH AVE

39TH

POWELL

BLVD

HOLGATE

BLVD

STEELE

ST

WOODSTOCK

BLVD

13TH AVE

BLVD

52ND

FLAVEL

AVE

72ND

32ND AVE

JOHNSON CREEK BLVD

HWY 49

RIVER RD

MCLOUGHLIN

TACOMA ST



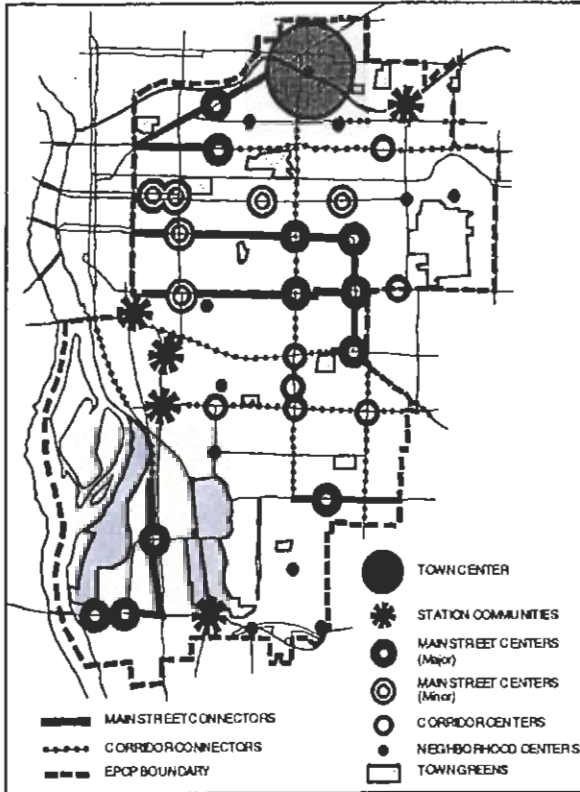
**Preliminary Centers Concept**

Printed July 14, 1997

Scale 1" = 3500'

## PRELIMINARY CENTERS CONCEPT

The Centers concept implements the Region 2040 Growth Concept by concentrating activities into a hierarchical pattern of mixed use centers. This concept establishes six types of centers, each based on different criteria. Each center has different characteristics and intensity of uses/activities.

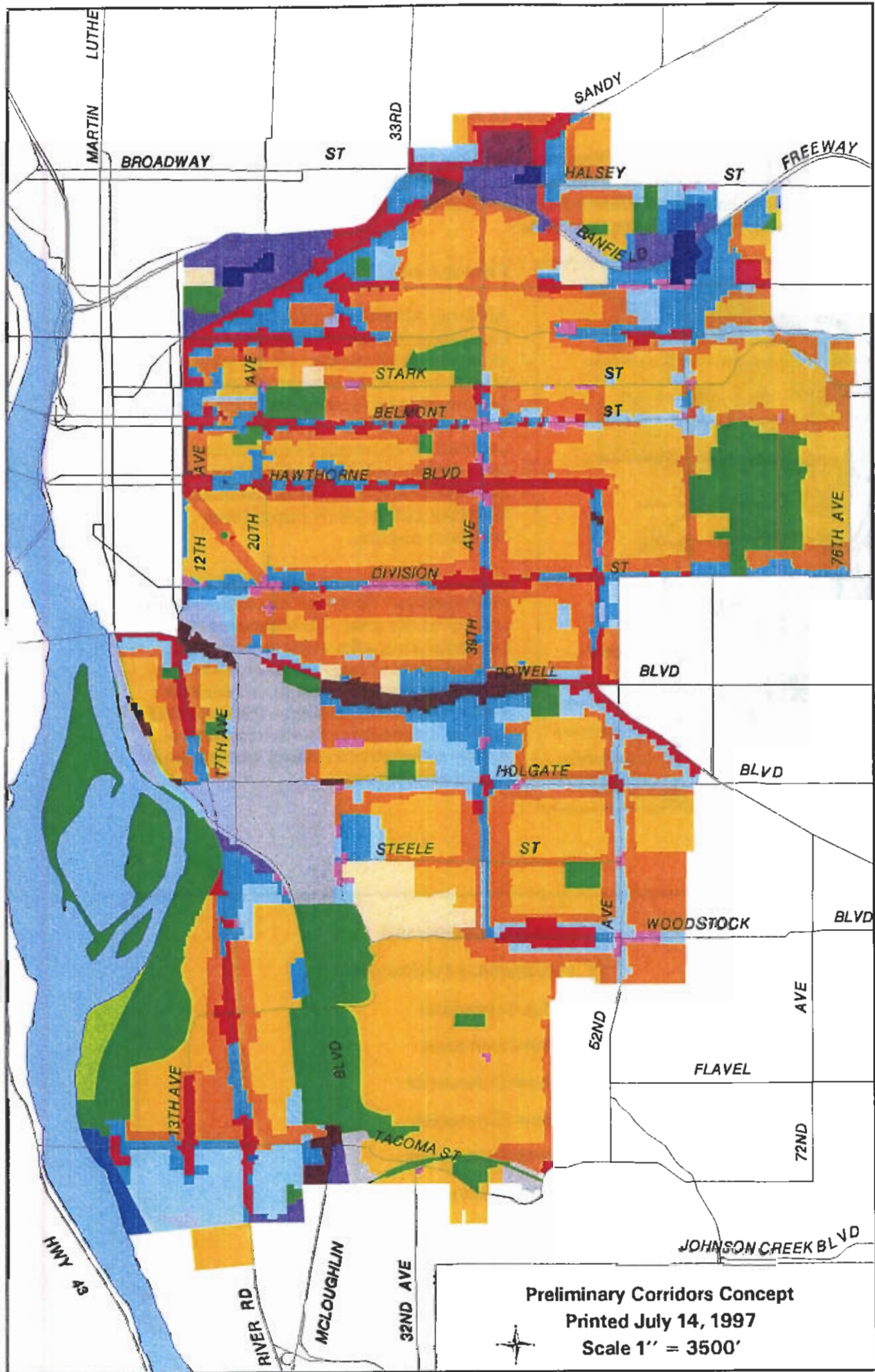


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Legend			
	Open Space		Institutional Residential
	Residential Farming		Neighborhood Commercial
	Residential 10,000		Office Commercial
	Residential 7,000		Urban Commercial
	Residential 5,000		General Commercial
	Residential 2,500		Central Commercial
	Low Density Res. 2,000		Central Employment
	Medium Density Res. 1,000		Mixed Employment
	High Density Residential		Industrial Sanctuary
	Central Residential		



Preliminary Corridors Concept

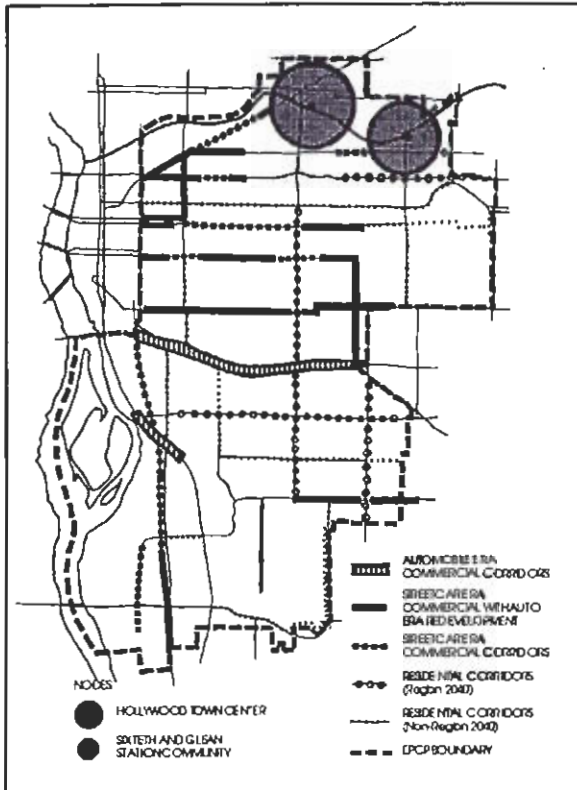
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## PRELIMINARY CORRIDORS CONCEPT

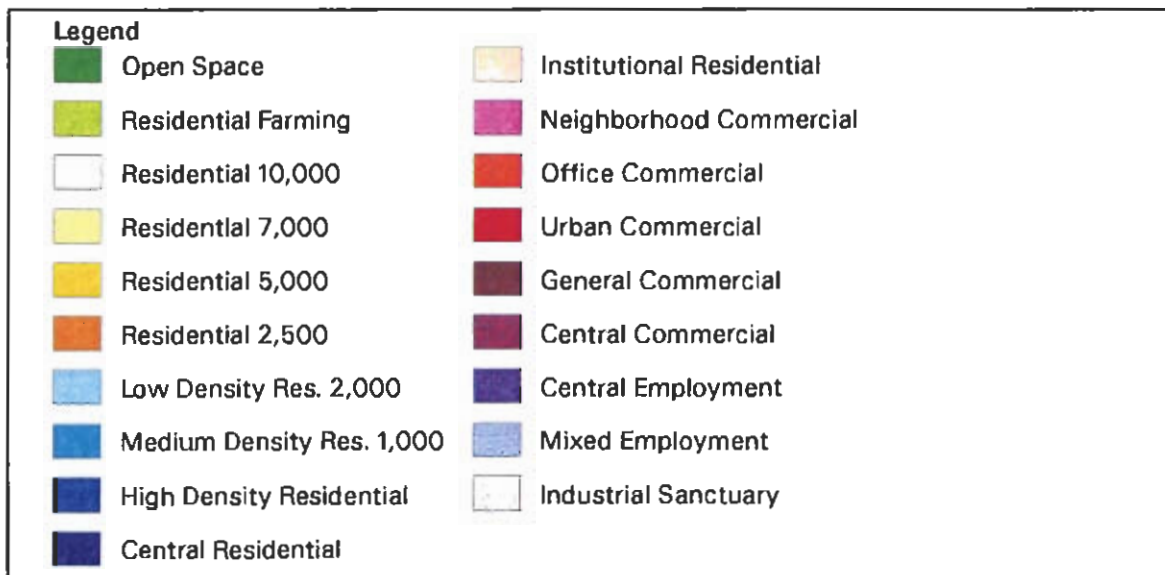
The Corridors concept proposes zoning approaches that recognize the different characteristics of the historic transportation corridors in the plan area. This concept seeks to strengthen the commercial plan areas by applying an appropriate depth of zoning and supporting them with higher density housing opportunities.



### Purpose and Context

All three Alternative Zoning Concepts emphasize the relationship between land use and public transit. Each concept takes into account the area's relationship to the region by incorporating the Region 2040 Growth Concept, takes into account the character of the current land use pattern, and attempts to focus growth in ways that would enhance livability as the area's population continues to grow.

None of the three concepts was intended to be seen as "the way" to accommodate growth in the area. Each concept has particular strengths and weaknesses, and elements of one concept may have ultimately worked best in combination with elements of another. Refer to Part I of this document for more information on the Alternative Zoning Concepts and their development.



## Neighborhood Preference Map



Photo by Caelestis Productions

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↑  
Neighborhood Preference Map  
Printed July 17, 1997  
Scale: 1 inch = 3500 feet

## NEIGHBORHOOD PREFERENCE MAP

The Neighborhood Preference Map was generated at a charrette on May 17, 1997 by the East Portland Community Plan (EPCP) Citizen Advisory Committee members and designees from EPCP neighborhood and business associations. Sixteen development types with unique colors were created, however, only twelve were selected to be applied by charrette participants. These development types are different from zones or *Comprehensive Plan* designations. For complete descriptions of all the development types and more information about the charrette and the map, please refer to *Part I* of this document.

### LEGEND



= SF

A **Single Family** house is a detached dwelling unit located on its own lot.



= AU

An **Accessory Unit** is an additional living unit in an existing single family house.



= DP/RH

A **Duplex** is a structure with two primary dwelling units. A **Row House** has its own lot and shares common walls.



= SA

A **Small Apartment** has three or more units, typically in a 1 to 2 story building.



= MA

A **Medium Apartment** has three or more units, typically in a 2 to 4 story building.



= LA

A **Large Apartment** has three or more units, typically in a building over 4 stories high.



= MU

**Mixed Use** is a combination of residential uses with office, commercial or industrial uses.



= R

**Retail** is the sale of products or provision of services, entertainment and repairs.



= O

**Offices** have activities conducted inside a building focusing on business, government, professional, medical, or financial services.



= S

**Schools** include elementary schools, high schools, colleges and other institutions.



= M/W

**Manufacturing** is processing, fabrication, packaging, or assembly of goods. **Warehouses** are used for storage of goods.



= P

**Parks** are open spaces that include public squares, trails and community gardens.

### Other Symbols

- △ business association preference
- neighborhood association preference

- preference of others in group
- - - area of disagreement



gateway



or



existing or proposed MAX station

# PART V

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Appendices



## Appendix A: Population Trends

The following tables include demographic information referred to in the body of this report. Information in these tables is aggregated for the entire *East Portland Community Plan* area. For data on individual neighborhoods within the plan area see *Appendix F*. For information about the methodology used to derive this data see *Appendix C*. For information on median income refer to the neighborhood trends.

**Table A.1: Population: 1940-1994**

Year	EPCP	% Change	% of City Population in EPCP
1940	99,271	Not Available	33%
1950	112,943	14%	30%
1960	116,868	3%	31%
1970	116,885	0%	31%
1980	106,983	-8%	29%
1990	107,566	1%	25%
1994	109,966	2%	22%

**Table A.1.** Table shows EPCP area population for years 1940-1994. Table also shows the rate of change between years, as well as the proportion of the Portland's total population composed of EPCP area residents.

**Table A.2: Households: 1940-1994**

Year	EPCP	% Change	% of City Households in EPCP Area
1940	37,379	Not Available	31%
1950	39,244	5.0%	31%
1960	42,622	8.6%	32%
1970	46,303	8.6%	31%
1980	48,057	3.8%	21%
1990	47,736	-0.7%	23%
1994	48,756	2.1%	23%

**Table A.2.** Table shows the total number of households in EPCP area for years 1940-1994. Table also shows the rate of change in the number of households between years, as well as the percentage of Portland's total households in the EPCP area.

**Table A.3: EPCP Households by Number of Persons: 1940-1990**

	1 person	2 person	3 person	4 person	5+ person	Persons per HH.
1940	12%	35%	24%	16%	13%	2.66
1950	17%	29%	24%	17%	13%	2.88
1960	22%	35%	16%	12%	15%	2.74
1970	30%	34%	14%	10%	12%	2.52
1980	36%	35%	13%	9%	7%	2.23
1990	37%	33%	14%	10%	6%	2.25

**Table A.3.** Table shows the percentage of households composed of 1, 2, 3, 4, or 5 and more persons for years 1940-1990. Table also shows the average number of persons per household for each year.

**Table A.4: EPCP Area Population by Age, 1940-1990**

	Under 5	5 to 19	20 to 34	35 to 54	55 to 64	65 and over
1940	5.8%	20.9%	27.2%	33.4%	12.6%	10.4%
1950	9.9%	19.0%	24.4%	32.3%	14.3%	14.1%
1960	10.0%	27.9%	17.8%	30.9%	13.4%	18.3%
1970	8.0%	28.8%	24.2%	25.1%	13.9%	19.4%
1980	7.3%	20.0%	40.4%	20.7%	11.7%	19.9%
1990	7.2%	16.7%	30.3%	38.5%	7.3%	16.2%

Table A.4. Table shows the percentage of total persons who were members of each age category for years 1940-1990.

**Table A.5: EPCP Area Population by Race: 1940-1990**

	Black	White	"Other"	American Indian, Eskimo, Aleut	Asian and Pacific Islander	Other
1940	0.30%	98.89%	0.81%	Breakdown not available 1940-1970		
1950	0.45%	98.70%	0.86%			
1960	0.56%	97.74%	1.70%			
1970	0.57%	96.55%	2.88%			
1980	1.69%	92.45%	5.86%	0.97%	3.76%	1.13%
1990	2.24%	88.94%	8.81%	1.14%	6.79%	0.88%

Table A.5. Table shows the percentage of EPCP area residents who were members of each race category for years 1940-1990. Categories for 1980 and 1990 are further broken down to reflect the level of analysis used by the Census in those years.

**Table A.6: Population by Race compared to Portland: 1980-1990**

	Percentage Pop White		Percentage Pop Black		Percentage Pop Asian		Percentage Pop Native Am.	
	EPCP	City	EPCP	City	EPCP	City	EPCP	City
1980	92.45%	86.56%	1.69%	7.54%	3.76%	2.90%	0.97%	0.96%
1990	88.94%	84.85%	2.24%	7.57%	6.79%	5.23%	1.14%	1.33%

Table A.6. Table shows the percentage of EPCP area residents who were members of each race category for years 1980-1990. Table also shows the percentage of city residents who were members of each race category in these years.

**Table A.7: Population by Hispanic Origin: 1980-1990**

	Percentage Population of Hispanic Origin	
	EPCP	City
1980	2.18%	2.13%
1990	2.82%	3.00%

Table A.7. Table shows the percentage of EPCP area residents who were of Hispanic origin in 1980 and 1990. Table also shows the percentage of city residents who were members of this ethnic category in these years.

**Table A.8: School-aged Children in Private Schools: 1960-1990**

	EPCP	City
1960	17.1%	13.0%
1970	13.8%	13.3%
1980	16.5%	13.0%
1990	14.1%	10.9%

**Table A.8.** Table shows the percentage of EPCP area school-aged children who were enrolled in private schools in years 1960-1990. Table also shows the percentage of Portland's school-aged children in private schools in the same years.

**Table A.9: Educational Attainment: 1940-1990**

	High School Diploma		Some College	
	EPCP	City	EPCP	City
1940	41.5%	39.1%	17.1%	16.4%
1950	49.5%	47.8%	20.8%	20.4%
1960	49.7%	50.1%	21.3%	22.1%
1970	59.5%	60.4%	25.2%	27.0%
1980	75.9%	76.4%	43.2%	41.5%
1990	83.8%	87.3%	59.0%	61.1%

**Table A.9.** Table shows the percentage of EPCP area residents aged 25 and over who had finished high school and those who had attended some college in 1940-1990. Table also shows the percentage of Portland's adult population with the same level of attainment in each decade.

**Table A.10: Poverty Level: 1970-1990**

	Population Below Poverty	
	EPCP	City
1970	10.5%	12.6%
1980	11.2%	13.0%
1990	12.4%	14.2%

**Table A.10.** Table shows the percentage of EPCP area residents who lived in households earning below the federal poverty level in 1970-1990. Table also shows the percentage of Portland's residents who earned below poverty in these years.

**Table A.11: EPCP Population by Occupation: 1940-1990**

	"Office"	Manage, Profess.	Technical, Sales, Admin.	"Manufacturing"	Precision Production, Craft, Repair	Operator/Fabricator, Laborer	Farming, Forestry, Fishing	Service
1940	20026 52%	Break-down not Available		13618 35%	Break-down not Available			4864 13%
1950	26841 56%			15588 33%				5178 11%
1960	25344 56%			14606 32%				5644 12%
1970	27442 56%			14646 30%				6967 14%
1980	31013 59%	12,979	19,031	13965 27%	5,153	8,376	465	7464 14%
1990	35493 62%	17,093	18,400	13321 23%	4,999	7,881	441	8337 15%

**Table A.11.** Table shows the number and percentage of EPCP area workers employed in various occupation classes in 1940-1990. For the sake of comparison occupation classes have been combined into broad general categories, "Office," "Manufacturing" and "Service." For 1980-1990, the more specific occupation classes that make up these categories are also displayed. See *Appendix B* for a description of the classes contained within each category for years 1940-1970.

**Table A.12: Total Housing Units: 1940-1990**

	EPCP	City	% of City HUs. in EPCP
1940	35,110	108,745	32%
1950	40,562	131,413	31%
1960	43,781	143,049	31%
1970	47,115	152,065	31%
1980	50,230	158,476	32%
1990	50,054	198,319	25%

**Table A.12.** Table shows the number of housing units in EPCP area in 1940-1990. Table also shows the number of housing units in the city as a whole in these decades, and the percentage of the city's total housing units in the EPCP area in each decade.

**Table A.13: EPCP Housing Units by Tenure and Vacancy: 1940-1990**

	Owner-Occ. Units	Rental-Occ. Units	Vacant Units	EPCP % Vacant	EPCP % Owner Occ	City % Owner Occ.
1940	17,614	15,489	1,976	6%	53%	48%
1950	25,421	14,807	1,289	3%	63%	59%
1960	26,889	14,770	2,122	5%	65%	70%
1970	24,728	20,538	1,849	4%	55%	56%
1980	23,850	24,102	2,278	5%	50%	57%
1990	23,427	24,702	2,122	4%	49%	53%

**Table A.13.** Table shows the number of EPCP area housing units that were owner-occupied, rental occupied, and vacant in 1940-1990. For each year, table also shows the percentage of EPCP housing units that were vacant, the percentage of occupied units that were owner-occupied, and the percentage of occupied units city-wide that were owner-occupied.

**Table A.14: EPCP Housing Units by Number of Units in Structure: 1940-1990**

	1 unit, detached	1 unit, attached	2 units	3 or 4	5 or more	1 to 4 with business
1940	25,560	104	2,138	1,587	5,310	506
1950	27,345	241	3,678	2,700	6,598	N/A
1960	32,422	N/A	2,275	2,264	6,820	N/A
1970	30,645	N/A	3,472	2,733	10,118	N/A
1980	29,451	1,328	3,280	3,200	12,971	N/A
1990	29,150	733	3,770	3,377	13,186	N/A

**Table A.14.** Table shows the number of EPCP area housing units that were in buildings with various numbers of units in 1940-1990. Information on how many units were in buildings with businesses is not available for 1950-1990.

**Table A.15: EPCP Primary Mode of Travel to Work: 1960-1990**

	Drove Alone	Carpool	Transit	Walked	Bicycle	Worked at Home	All Other	Total Workers
1960	33,186 70.17%	N/A	7,404 15.66%	3,277 6.93%	N/A	1,233 2.61%	2,194 4.64%	47,294
1970	36,925 76.35%	N/A	5,902 12.20%	3,251 6.72%	N/A	1,213 2.51%	1,070 2.21%	48,361
1980	28,227 53.99%	8,570 16.39%	9,655 18.47%	3,408 6.52%	N/A	978 1.87%	1,443 2.76%	52,281
1990	35,278 63.04%	7,415 13.25%	7,433 13.28%	2,543 4.54%	980 1.75%	1,893 3.38%	417 0.75%	55,959

**Table A.15.** Table shows the number and percentage of EPCP area workers aged 16 and older that used various modes of transportation in their journey to work for years 1960-1990. Bicycle is included in "All Other" for 1960-1980. Carpool is included in "Drove Alone" for 1960-1970.

**Table A.16: EPCP Number of Cars per Household: 1970-1990**

	Zero Cars	One Car	Two Cars	3 or more
1970	9,848 22%	22,498 50%	10,675 24%	2,242 5%
1980	9,496 20%	21,239 44%	12,001 25%	5,554 12%
1990	8,109 17%	20,187 42%	15,083 31%	4,762 10%

**Table A.16.** Table shows the number of EPCP households with zero, one, two, or three or more cars available in years 1970-1990. Table also shows the percentage of EPCP households with each number of cars.



There are several geographic differences between the area covered by these census tracts and the approved EPCP area. The map above illustrates these differences. Most notable is the over-inclusion of all of tracts 11.01, 11.02, and 21 which cover all of the Central Eastside Industrial District south of Interstate 84. Although most of the land area of these tracts is beyond the boundaries of the EPCP area, over 70 percent of the population of these tracts lives inside the EPCP boundaries.

### Census Tract Aggregation

The census tract has been used as the unit of analysis because block level data is difficult to use for time-series comparisons due to significant block realignment between census periods. The census tract is the most consistent unit of aggregation for time-series comparisons.

Census tract boundaries have been realigned between census periods, causing tracts to split, expand, or contract. No new tracts have been added to the EPCP area since 1940. The following table summarizes EPCP area census tract changes from 1940-1990.

Census Year	New Tracts	Split Tracts	Expanding Tracts	Contracting Tracts
1950				
1960		3, 4, 8, 9, 11, 12, 16*, 27*, 28*	1, 13, 21	10, 11, 14, 27
1970		13, 18	3.02, 21	4.01, 18
1980				
1990			18.01	

\* 16.02, 27.01, and 28.01 are outside of the East Portland Community Plan boundary.

When both halves of a split tract were located inside the EPCP area, the tract was recombined into a "parent" tract for comparison with the original tract. Because 16.02, 27.01, and 28.01 are located outside the EPCP area, they were not handled in this manner. Instead, data for "hypothetical" split tracts was estimated for years prior to 1960. Estimates for tract 16.02 were calculated by multiplying data for the parent tract 16 by a multiplier of .58; for example, the population of tract 16.02 was estimated as 58 percent of tract 16 population for the years 1940 and 1950. This multiplier was used because 58 percent of tract 16 housing units were located in 16.02 in 1960. Likewise a hypothetical 27.02 was estimated using a multiplier of .44, and a tract 28.02 estimated using a multiplier of .50. This method of estimation overlooks differences between the two halves of the tract prior to 1960.

### Data Sources and Estimation Methodology

Data for years 1940-1990 is based on official counts from the United States Decennial Census of Population and Housing.

Data for 1994 is derived from METRO estimates for census tracts for that year. METRO collects residential and nonresidential building permit data on a monthly basis. Each building permit is then geocoded to a specific location. In addition, population estimates are made on an annual basis for cities and counties by the P.S.U. Center for Population Research and Census.

### **Estimation of 1994 Number of Households and Number of Housing Units**

METRO estimates the change in households and housing units as the sum of newly constructed single-dwelling and multi-dwelling units less demolitions. METRO does not make an allowance for vacancies. Consequently, actual households in a given census tract may be higher or lower than indicated depending on the number of vintage and new dwelling units that are vacant.

### **Estimation of 1994 Population**

In preparing the population estimates METRO uses the following steps:

*Step One:* Estimate new population growth for each block group in a particular jurisdiction. Multiply new single-dwelling permits by average 1990 single-dwelling unit size for the block group; multiply new multi-dwelling permits by average 1990 multi-dwelling unit size for each block group. Add the two together to obtain new population for that particular block group. Continue step one until complete for all block groups representing a particular jurisdiction.

*Step Two:* Constrain population estimate to official jurisdiction level 1994 estimate and account for population change in pre-1990 housing stock. Subtract the total of the Step One estimate from the 1994 jurisdiction population estimate. Divide the result by the 1994 jurisdiction population estimate to obtain the vintage stock change ratio.

*Step Three:* Calculate 1994 block group population and sum back to census tract level. Multiply the vintage stock change ratio by the 1990 census block group population estimate. Add result to the estimate of new population (1990 to 1994) for each block group calculated in Step One above. This provides an estimate of 1994 block group population consistent with the jurisdiction level 1994 population estimate. To arrive at a census tract estimate add up the block groups that comprise a particular census tract.

### **Variables**

Listed below are the demographic variables that have been analyzed in this report. Each variable name is followed by a brief description of its use and any



additional calculations beyond those performed by the Census Bureau. The 1990 Census STF3 table number for the variable follows in parenthesis.

*population*—from 100 percent counts for census years 1940-1990. (P1)

*number of households*—from 100 percent counts for census years 1940-1990. A household is a person or persons living in a housing unit. (P5)

*persons per household*—from 100 percent counts for census years 1940-1990. Equal to the population of the census tract divided by the number of households. (P1 and P5)

*population by age*—from 100 percent counts for census years 1940-1990. (P13)

*families with own children under 18*—from 100 percent counts for census years 1960-1990. This data is not available for 1940-1950. For 1960 the percentage is equal to "married couples with own children under 18" divided by total married couples. For 1970-1990 the percentage is equal to "families with own children under 18" divided by total families. Due to this difference, some distortion may exist in the time-series comparison 1960 to 1970. (P17)

*population by household size*—from 100 percent counts for census years 1940-1990. Households aggregated by number of members/occupants. (P16)

*population by race*—from 100 percent counts for census years 1940-1990. Prior to 1980 the census aggregated race by "White," "Black," and "Other." In 1980 the census began indicating race by "White," "Black," "American Indian, Eskimo, and Aleut," "Asian and Pacific Islander," and "Other." This report shows racial change between 1980 and 1990 using all categories, but recombines the two new race categories with "other" for the purposes of comparing change from 1940 to 1990. (P8)

*population by ethnicity*—from 100 percent counts for census years 1980-1990. Recorded in 1980 by Spanish origin and in 1990 by Hispanic descent. This report shows the change between 1980 and 1990 of persons who classify themselves as being of Spanish or Hispanic origin. Some distortion may exist in this trend because of the change in census terminology between the two decades. (P10)

*housing units*—from 100 percent census counts for 1940-1990. Includes all housing units (occupied and unoccupied). (H1)

*housing tenure*—from 100 percent census counts for 1940-1990. For 1980, the number of owner occupied units has been calculated as "total occupied housing units" minus "renter occupied units." (H8)

*housing vacancy*—from 100 percent census counts for 1940-1990. Equals total housing units minus total unoccupied units (not just a measure of habitable unoccupied units). (H4)

*housing units by type*—from sample census counts for 1940-1990. Number of housing units aggregated by number of units in structure. (H20)

*percentage population below poverty*—from sample counts for 1970-1990. Percentage of total population living in households earning below poverty level during year prior to census count. (P117)

*median income compared to city median*—from sample counts for 1950-1990. Based on aggregation of households\* by income range for the year prior to census count. Calculation: households earning below city median are summed for each decade. This number is calculated as the percentage of total households in the plan area that earn below city median. \*Note: Data is for "families and unrelated individuals" for 1950 and "families" for 1960 and 1970. (P80)

*public versus private school enrollment*—from sample counts for 1940-1990. Percentage of students enrolled in kindergarten, elementary school and high school who attend a public school. (P54)

*percentage population high school graduates*—from sample counts for 1940-1990. Percentage of population aged 25 and over that has finished high school or the equivalent. (P57)

*percentage population with some college*—from sample counts for 1940-1990. Percentage of population aged 25 and over that has had at least a year of college experience. (P57)

*mode of transportation, journey to work*—from sample counts for 1940-1990. Percentage of workers who commute to their place of employment by particular transportation modes. (P49)

*travel time to work*—from sample counts for 1980-1990. Workers aggregated by the amount of time their journey to work takes. (P50)

*vehicles available per housing unit*—from sample counts for 1970-1990. Housing units aggregated by number of automobiles available. (H37)

For additional clarification, refer to the definitions contained within United States Census reports for each year.

## Appendix C: Neighborhood Trends

The following tables include demographic information referred to in the body of this report, aggregated by neighborhood. For data on the entire *East Portland Community Plan* (EPCP) area see *Appendix A*. For information about the methodology used to derive this data see *Appendix D*.

**Table C.1: Population by Neighborhood: 1980-1996**

Neighborhood	1980	1990	1996	% change ('80-'96)
Brooklyn	3,420	3,679	3,782	11%
Buckman	6,329	7,928	8,502	34%
Center	5,289	4,495	4,730	-11%
Creston-Kenilworth	7,422	7,791	8,422	13%
Eastmoreland	4,915	5,471	5,543	13%
Grant Park	3,748	3,642		not available
Hollywood	1,482	1,428	1,304	-12%
Hosford Abernethy	7,505	7,071	7,706	3%
Kerns	5,882	4,811	5,069	-14%
Laurelhurst	4,989	4,786	4,937	-1%
Mt. Tabor	9,427	9,991	10,536	12%
Reed	3,111	3,146	3,276	5%
Richmond	11,976	11,699	12,434	4%
Rose City Park	9,192	9,221		not available
Sellwood-Moreland	11,010	10,967	11,415	4%
Sunnyside	7,191	7,201	7,621	6%
Woodstock	8,763	8,569	9,113	4%

**Table C.1.** Table shows population by neighborhood for 1980-1996. 1996 estimates not available for Grant Park and Rose City Park.

**Table C.2: Households by Neighborhood: 1980-1996**

Neighborhood	1980	1990	1996	% change ('80-'96)
Brooklyn	1498	1671	1702	14%
Buckman	3644	4229	4649	28%
Center	2472	2117	2250	-8%
Creston-Kenilworth	3396	3437	3735	10%
Eastmoreland	1811	1983	1899	5%
Grant Park	1371	1367	not available	
Hollywood	913	744	887	-3%
Hosford Abernethy	3280	3174	3438	5%
Kerns	3460	2676	2839	-18%
Laurelhurst	1734	1865	1839	6%
Mt. Tabor	3924	4028	4361	11%
Reed	1548	1583	1726	12%
Richmond	4876	4874	5223	7%
Rose City Park	3829	3946	not available	
Sellwood-Moreland	5288	5221	5433	3%
Sunnyside	3270	3366	3503	7%
Woodstock	3617	3561	3840	6%

Table C.2. Table shows households by neighborhood for 1980-1996. 1996 estimates not available for Grant Park and Rose City Park.

**Table C.3: Average Persons per Household by Neighborhood: 1980-1996**

Neighborhood	1980	1990	1996	change ('80-'96)
Brooklyn	2.28	2.20	2.22	decrease
Buckman	1.74	1.87	1.83	increase
Center	2.14	2.12	2.10	decrease
Creston-Kenilworth	2.19	2.27	2.25	increase
Eastmoreland	2.71	2.76	2.92	increase
Grant Park	2.73	2.66	not available	
Hollywood	1.62	1.92	1.47	decrease
Hosford Abernethy	2.29	2.23	2.24	decrease
Kerns	1.70	1.80	1.79	increase
Laurelhurst	2.88	2.57	2.68	decrease
Mt. Tabor	2.40	2.48	2.42	increase
Reed	2.01	1.99	1.90	decrease
Richmond	2.46	2.40	2.38	decrease
Rose City Park	2.40	2.34	not available	
Sellwood-Moreland	2.08	2.10	2.10	increase
Sunnyside	2.20	2.14	2.18	decrease
Woodstock	2.42	2.41	2.37	decrease

Table C.3. Table shows the average number of persons per household by neighborhood for 1980-1996. Table also indicates whether average household size increased or decreased in each neighborhood between 1980 and 1996. 1996 estimates not available for Grant Park and Rose City Park.

**Table C.4: Number of Households with Two or Fewer Persons: 1980-1990**

Neighborhood	1980	1990
Brooklyn	68% (1020)	67% (1127)
Buckman	86% (3116)	81% (3429)
Center	75% (1852)	75% (1591)
Creston-Kenilworth	72% (2433)	69% (2356)
Eastmoreland	56% (926)	58% (1154)
Grant Park	53% (720)	55% (752)
Hollywood	88% (804)	77% (574)
Hosford Abernethy	69% (2277)	69% (2201)
Kerns	84% (2923)	85% (2277)
Laurelhurst	52% (895)	56% (1053)
Mt. Tabor	68% (2656)	65% (2628)
Reed	80% (1243)	80% (1270)
Richmond	65% (3154)	65% (3153)
Rose City Park	65% (2486)	65% (2559)
Sellwood-Moreland	75% (3953)	72% (3746)
Sunnyside	74% (2432)	74% (2495)
Woodstock	64% (2323)	65% (2309)

Table C.4. Table shows the percentage of households with two or fewer persons by neighborhood for 1980-1990. The total number of households with two or fewer persons is shown in parentheses.

**Table C.5: Population by Age Group: 1980-1990**

Neighborhood	1980			1990		
	Under 20	20 to 64	65 and Over	Under 18	18 to 64	65 and Over
Brooklyn	25%	63%	11%	20%	69%	11%
Buckman	15%	71%	13%	15%	76%	9%
Center	22%	60%	18%	21%	62%	17%
Creston-Kenilworth	24%	63%	13%	22%	67%	11%
Eastmoreland	32%	55%	13%	25%	61%	15%
Grant Park	30%	56%	14%	26%	63%	11%
Hollywood	13%	41%	46%	16%	57%	27%
Hosford Abernethy	23%	62%	16%	20%	67%	13%
Kerns	17%	66%	17%	14%	73%	13%
Laurelhurst	30%	56%	14%	25%	62%	13%
Mt. Tabor	23%	60%	17%	22%	61%	18%
Reed	14%	68%	18%	11%	69%	20%
Richmond	26%	58%	15%	22%	65%	13%
Rose City Park	26%	56%	18%	24%	60%	16%
Sellwood-Moreland	21%	58%	20%	21%	62%	17%
Sunnyside	20%	61%	19%	17%	68%	15%
Woodstock	24%	59%	17%	21%	61%	19%

Table C.5. Table shows the percentage of total persons in various age groups by neighborhood for 1980-1990.

Tables C.6a-C.6e: Population by Race: 1980-1990

Table C.6a: White Population

Neighborhood	1980	1990	% change
Brooklyn	3060 (89.5%)	3100 (84.3%)	1%
Buckman	5584 (88.2%)	6774 (85.5%)	21%
Center	4896 (92.6%)	4152 (91.8%)	-15%
Creston-Kenilworth	6805 (91.7%)	6539 (83.9%)	-4%
Eastmoreland	5186 (96.5%)	5268 (96.3%)	2%
Grant Park	3557 (94.9%)	3399 (93.3%)	-4%
Hollywood	1401 (94.5%)	1322 (92.6%)	-6%
Hosford Abernethy	6526 (87.0%)	6051 (85.6%)	-7%
Kerns	5398 (88.3%)	4010 (83.4%)	-26%
Laurelhurst	4772 (95.7%)	4493 (93.9%)	-6%
Mt. Tabor	8904 (94.5%)	9018 (90.3%)	1%
Reed	2883 (92.7%)	2817 (89.6%)	-2%
Richmond	10727 (89.6%)	10138 (86.7%)	-5%
Rose City Park	8728 (95.0%)	8374 (90.8%)	-4%
Sellwood-Moreland	10408 (94.5%)	10181 (92.8%)	-2%
Sunnyside	6613 (92.0%)	6273 (87.1%)	-5%
Woodstock	8253 (94.2%)	8025 (93.7%)	-3%

Table C.6a. White Population. Shows the number of White persons by neighborhood. The percentage of total persons who were White is shown in parentheses. Percentage change is percentage increase or decrease in the number of White persons.

**Table C.6b: Black Population**

Neighborhood	1980	1990	% change
Brooklyn	118 (3.5%)	207 (5.6%)	75%
Buckman	186 (2.9%)	343 (4.3%)	84%
Center	65 (1.2%)	71 (1.6%)	9%
Creston-Kenilworth	126 (1.7%)	193 (2.5%)	53%
Eastmoreland	18 (0.3%)	7 (0.1%)	-61%
Grant Park	48 (1.3%)	75 (2.1%)	56%
Hollywood	31 (2.1%)	60 (4.2%)	94%
Hosford Abernethy	142 (1.9%)	143 (2.0%)	1%
Kerns	222 (3.6%)	373 (7.8%)	68%
Laurelhurst	39 (0.8%)	77 (1.6%)	97%
Mt. Tabor	101 (1.1%)	86 (0.9%)	-15%
Reed	54 (1.7%)	50 (1.6%)	-7%
Richmond	185 (1.5%)	261 (2.2%)	41%
Rose City Park	75 (0.8%)	171 (1.9%)	128%
Sellwood-Moreland	92 (0.8%)	204 (1.9%)	122%
Sunnyside	114 (1.6%)	196 (2.7%)	72%
Woodstock	46 (0.5%)	69 (0.8%)	50%

**Table C.6b. Black Population.** Shows the number of Black persons by neighborhood. The percentage of total persons who were Black is shown in parentheses. Percentage change is percentage increase or decrease in the number of Black persons.

**Table C.6c: Asian and Pacific Islander Population**

Neighborhood	1980	1990	% change
Brooklyn	135 (3.9%)	229 (6.2%)	70%
Buckman	306 (4.8%)	529 (6.7%)	73%
Center	183 (3.5%)	232 (5.1%)	27%
Creston-Kenilworth	253 (3.4%)	819 (10.5%)	224%
Eastmoreland	94 (1.7%)	172 (3.1%)	83%
Grant Park	65 (1.7%)	109 (3.0%)	68%
Hollywood	38 (2.6%)	33 (2.3%)	-13%
Hosford Abernethy	637 (8.5%)	787 (11.1%)	24%
Kerns	269 (4.4%)	245 (5.1%)	-9%
Laurelhurst	91 (1.8%)	171 (3.6%)	88%
Mt. Tabor	306 (3.2%)	676 (6.8%)	121%
Reed	119 (3.8%)	250 (7.9%)	110%
Richmond	732 (6.1%)	1034 (8.8%)	41%
Rose City Park	222 (2.4%)	522 (5.7%)	135%
Sellwood-Moreland	249 (2.3%)	444 (4.0%)	78%
Sunnyside	225 (3.1%)	471 (6.5%)	109%
Woodstock	308 (3.5%)	386 (4.5%)	25%

**Table C.6c. Asian and Pacific Islander Population.** Shows the number of persons who are Asian or Pacific Islander by neighborhood. The percentage of total persons who were Asian or Pacific Islander is shown in parentheses. Percentage change is percentage increase or decrease in the number of Asians and Pacific Islanders.

**Table C.6d: Native American, Eskimo, and Aleut Population**

Neighborhood	1980	1990	% change
Brooklyn	30 (0.9%)	96 (2.6%)	220%
Buckman	110 (1.7%)	193 (2.4%)	75%
Center	42 (0.8%)	38 (0.8%)	-10%
Creston-Kenilworth	75 (1.0%)	131 (1.7%)	75%
Eastmoreland	18 (0.3%)	24 (0.4%)	33%
Grant Park	30 (0.8%)	42 (1.2%)	40%
Hollywood	7 (0.5%)	2 (0.1%)	-71%
Hosford Abernethy	78 (1.0%)	45 (0.6%)	-42%
Kerns	94 (1.5%)	91 (1.9%)	-3%
Laurelhurst	19 (0.4%)	14 (0.3%)	-26%
Mt. Tabor	38 (0.4%)	148 (1.5%)	289%
Reed	17 (0.5%)	23 (0.7%)	35%
Richmond	129 (1.1%)	170 (1.5%)	32%
Rose City Park	36 (0.4%)	87 (0.9%)	142%
Sellwood-Moreland	79 (0.7%)	60 (0.5%)	-24%
Sunnyside	92 (1.3%)	115 (1.6%)	25%
Woodstock	75 (0.9%)	28 (0.3%)	-63%

**Table C.6d. Native American, Eskimo, and Aleut Population.** Shows the number of persons who were Native American, Eskimo, or Aleut by neighborhood. The percentage of total persons who were Native American, Eskimo, or Aleut is shown in parentheses. Percentage change is percentage increase or decrease in the number of Native Americans, Eskimos, and Aleuts.



**Table C.6e: Population of Other Races**

Neighborhood	1980	1990	% change
Brooklyn	77(2.3%)	47(1.3%)	-39%
Buckman	143(2.3%)	88(1.1%)	-38%
Center	103(1.9%)	30(0.7%)	-71%
Creston-Kenilworth	163(2.2%)	109(1.4%)	-33%
Eastmoreland	60(1.1%)	0(0.0%)	-100%
Grant Park	48(1.3%)	17(0.5%)	-65%
Hollywood	5(0.3%)	11(0.8%)	120%
Hosford Abernethy	122(1.6%)	45(0.6%)	-63%
Kerns	132(2.2%)	92(1.9%)	-30%
Laurelhurst	68(1.4%)	30(0.6%)	-56%
Mt. Tabor	78(0.8%)	63(0.6%)	-19%
Reed	38(1.2%)	5(0.2%)	-87%
Richmond	203(1.7%)	96(0.8%)	-53%
Rose City Park	131(1.4%)	67(0.7%)	-49%
Sellwood-Moreland	182(1.7%)	79(0.7%)	-57%
Sunnyside	147(2.0%)	146(2.0%)	-1%
Woodstock	81(0.9%)	61(0.7%)	-25%

**Table C.6e. Population of Other Races.** Shows the number of persons who identified themselves as a race category other than White, Black, Asian and Pacific Islander, or Native American, Eskimo and Aleut by neighborhood. The percentage of total persons who identified as "other" is shown in parentheses. Percentage change is percentage increase or decrease in the number of persons identifying as "other."

**Table C.7: Number of Housing Units: 1980-1990**

Neighborhood	1980	1990	% change
Brooklyn	1626	1672	3%
Buckman	3881	4601	19%
Center	2585	2221	-14%
Creston-Kenilworth	3584	3629	1%
Eastmoreland	1854	1960	6%
Grant Park	1414	1459	3%
Hollywood	935	781	-16%
Hosford Abernethy	3500	3371	-4%
Kerns	3701	2855	-23%
Laurelhurst	1775	1868	5%
Mt. Tabor	4042	4158	3%
Reed	1629	1668	2%
Richmond	5103	5103	0%
Rose City Park	3918	4070	4%
Sellwood-Moreland	5506	5445	-1%
Sunnyside	3455	3520	2%
Woodstock	3728	3672	-2%

**Table C.7.** Table shows the number of housing units by neighborhood for 1980-1990.

**Table C.8: Housing Units by Building Type: 1980-1990**

Neighborhood	Detached Single Family Houses		Attached Single Family Houses		2 to 4 Unit Structures		5 or more Unit Structures	
	1980	1990	1980	1990	1980	1990	1980	1990
Brooklyn	55%	53%	7%	3%	21%	21%	20%	22%
Buckman	19%	17%	3%	2%	24%	23%	57%	63%
Center	54%	52%	3%	3%	19%	16%	25%	28%
Creston-Kenilworth	47%	46%	4%	1%	14%	18%	35%	34%
Eastmoreland	93%	95%	0%	0%	1%	2%	4%	2%
Grant Park	96%	94%	0%	1%	3%	4%	2%	1%
Hollywood	26%	49%	2%	1%	4%	6%	67%	41%
Hosford Abernethy	62%	56%	4%	1%	14%	19%	20%	23%
Kerns	24%	25%	4%	2%	21%	21%	51%	51%
Laurelhurst	94%	90%	1%	1%	1%	4%	3%	5%
Mt. Tabor	70%	75%	2%	1%	11%	8%	17%	16%
Reed	41%	36%	3%	2%	9%	11%	49%	50%
Richmond	71%	73%	2%	2%	10%	12%	15%	13%
Rose City Park	83%	74%	1%	2%	7%	7%	9%	17%
Sellwood-Moreland	61%	59%	3%	1%	13%	14%	22%	24%
Sunnyside	45%	42%	2%	3%	21%	24%	32%	31%
Woodstock	88%	90%	2%	1%	6%	6%	5%	4%

**Table C.8.** Table shows the percentage of total housing units in each type of building by neighborhood for 1980-1990.

**Table C.9: Housing Units by Tenure: 1980-1990**

Neighborhood	Owner Occupied		Renter Occupied	
	1980	1990	1980	1990
Brooklyn	575 (35%)	621 (37%)	923 (65%)	996 (63%)
Buckman	508 (13%)	658 (14%)	3136 (87%)	3619 (86%)
Center	1147 (44%)	913 (41%)	1325 (56%)	1207 (59%)
Creston-Kenilworth	1316 (37%)	1248 (34%)	2080 (63%)	2219 (66%)
Eastmoreland	1612 (87%)	1702 (87%)	199 (13%)	215 (13%)
Grant Park	1190 (84%)	1194 (82%)	181 (16%)	225 (18%)
Hollywood	208 (22%)	342 (44%)	705 (78%)	420 (56%)
Hosford Abernethy	1627 (46%)	1522 (45%)	1653 (54%)	1647 (55%)
Kerns	644 (17%)	484 (17%)	2816 (83%)	2184 (83%)
Laurelhurst	1575 (89%)	1540 (82%)	159 (11%)	284 (18%)
Mt. Tabor	2598 (64%)	2737 (66%)	1326 (36%)	1290 (34%)
Reed	581 (36%)	537 (32%)	967 (64%)	1065 (68%)
Richmond	2906 (57%)	2870 (56%)	1970 (43%)	2059 (44%)
Rose City Park	2833 (72%)	2542 (62%)	996 (28%)	1404 (38%)
Sellwood-Moreland	2713 (49%)	2592 (48%)	2555 (51%)	2636 (52%)
Sunnyside	1092 (32%)	1069 (30%)	2178 (68%)	2264 (70%)
Woodstock	2711 (73%)	2518 (69%)	906 (27%)	1058 (31%)

Table C.9. Table shows the number of occupied housing units that were either renter or owner occupied by neighborhood for 1980 and 1990. The percentage of total units by tenure for the neighborhood is shown in parentheses.

**Table C.10: Vacant Housing Units: 1980-1990**

Neighborhood	Vacant Units		Percentage of Total Units	
	1980	1990	1980	1990
Brooklyn	128	55	8%	3%
Buckman	237	325	6%	7%
Center	113	101	4%	5%
Creston-Kenilworth	186	162	5%	4%
Eastmoreland	43	42	2%	2%
Grant Park	43	39	3%	3%
Hollywood	22	19	2%	2%
Hosford Abernethy	220	203	6%	6%
Kerns	240	188	6%	7%
Laurelhurst	41	43	2%	2%
Mt. Tabor	116	131	3%	3%
Reed	81	66	5%	4%
Richmond	227	174	4%	3%
Rose City Park	87	125	2%	3%
Sellwood-Moreland	215	218	4%	4%
Sunnyside	185	187	5%	5%
Woodstock	110	96	3%	3%

Table C.10. Table shows the number of vacant housing units by neighborhood for 1980 and 1990. The percentage of total units that are vacant is a measure of the vacancy rate for rental and owner occupied units combined.

**Table C.11: Median Household Income: 1980-1996**

Neighborhoods	Year			% Change		
	1980	1990	1996	1980-90	1990-96	1980-96
Brooklyn	24,517	29,545	28,884	21%	-2%	18%
Buckman	19,858	21,328	22,831	7%	7%	15%
Center	28,743	28,630	30,042	0%	5%	5%
Creston-Kenilworth	28,130	28,131	27,649	0%	-2%	-2%
Eastmoreland	50,133	56,913	49,422	14%	-13%	-1%
Grant Park	46,237	52,577	na	14%	Not Available	
Hollywood	13,026	28,859	31,024	122%	8%	138%
Hosford Abernethy	29,436	28,814	31,529	-2%	9%	7%
Kerns	20,619	24,111	24,132	17%	0%	17%
Laurelhurst	52,685	53,995	53,764	2%	0%	2%
Mt. Tabor	34,846	39,577	37,220	14%	-6%	7%
Reed	33,864	32,197	32,333	-5%	0%	-5%
Richmond	30,944	33,773	32,614	9%	-3%	5%
Rose City Park	34,354	39,392	na	15%	Not Available	
Sellwood-Moreland	26,043	32,498	32,678	25%	1%	25%
Sunnyside	23,179	25,868	27,812	12%	8%	20%
Woodstock	33,264	35,051	36,052	5%	3%	8%
City	29,564	32,681	na	11%	Not Available	

**Table C.11.** Table shows the median household income by neighborhood for 1990-1996. All figures are adjusted to reflect inflation and are expressed in 1995 dollars. Percentage change is the percentage change in real buying power of the median income in each neighborhood. 1996 estimates are not available for Grant Park, Rose City Park or the city.

Table C.12a-12b: Educational Attainment: 1980-1990

Table C.12a. 1980 Educational Attainment.

Neighborhood	Less than 9th grade	1 to 3 years of high school	4 years of high school	1 to 3 years of college	4 or more years of college	Total Pop. aged over 25 years
Brooklyn	226 11%	302 15%	651 32%	517 26%	319 16%	2015 100%
Buckman	567 12%	685 15%	1175 25%	1117 24%	1079 23%	4623 100%
Center	414 11%	471 13%	1304 36%	833 23%	624 17%	3646 100%
Creston-Kenilworth	526 12%	615 14%	1705 38%	922 20%	758 17%	4526 100%
Eastmoreland	92 2%	182 5%	830 24%	814 25%	1366 43%	3284 100%
Grant Park	145 6%	126 5%	709 30%	622 26%	791 33%	2393 100%
Hollywood	262 21%	209 17%	369 29%	234 19%	184 15%	1258 100%
Hosford Abernethy	734 15%	517 10%	1495 30%	1149 23%	1092 22%	4987 100%
Kerns	559 14%	546 13%	1241 30%	1037 25%	746 18%	4129 100%
Laurelhurst	177 5%	171 5%	906 28%	794 25%	1184 37%	3232 100%
Mt. Tabor	477 8%	713 11%	2095 33%	1459 23%	1542 25%	6286 100%
Reed	185 8%	200 8%	727 33%	605 27%	552 24%	2269 100%
Richmond	1079 14%	1095 14%	2626 34%	1563 20%	1381 18%	7744 100%
Rose City Park	494 8%	621 10%	2501 41%	1450 24%	1015 17%	6081 100%
Sellwood-Moreland	1094 15%	1151 15%	2335 31%	1555 21%	1378 18%	7513 100%
Sunnyside	708 15%	577 12%	1435 30%	993 21%	1075 22%	4788 100%
Woodstock	681 11%	808 14%	2397 40%	1027 17%	1028 17%	5941 100%
Portland	27,625 12%	29,627 12%	74,217 31%	51,075 22%	52,507 22%	237,051 100%

Table C.12a. 1980 Educational Attainment. Table shows the number of persons aged 25 and older by highest year of school completed in each neighborhood for 1980. Percentages indicate the percentage of total persons aged 25 and older who attained each level of education by neighborhood.

**Table C.12b. 1990 Educational Attainment.**

Neighborhoods	Less than 9th grade	9th-12th grade	HS Grad.	Some College	Associates Degree	Bachelor's Degree	Grad./Prof. Degree	Total Pop. Aged over 25 years
Brooklyn	192 8%	277 11%	708 29%	593 24%	167 7%	349 14%	197 8%	2,483 100%
Buckman	364 6%	546 10%	1147 20%	1709 30%	366 6%	1131 20%	442 8%	5,705 100%
Center	168 5%	383 12%	839 26%	869 27%	167 5%	487 15%	261 8%	3,174 100%
Creston-Kenilworth	302 6%	785 16%	1770 35%	1107 22%	331 7%	562 11%	198 4%	5,056 100%
Eastmoreland	45 1%	154 4%	561 16%	812 24%	152 4%	1060 31%	659 19%	3,443 100%
Grant Park	36 1%	168 7%	323 13%	675 27%	152 6%	658 27%	449 18%	2,461 100%
Hollywood	55 5%	139 13%	282 25%	308 28%	61 5%	197 18%	69 6%	1,111 100%
Hosford Abernethy	329 7%	471 9%	1129 23%	1313 26%	270 5%	957 19%	512 10%	4,981 100%
Kerns	194 6%	405 12%	651 19%	1018 29%	211 6%	703 20%	302 9%	3,484 100%
Laurelhurst	48 1%	157 5%	563 17%	768 23%	190 6%	1045 31%	548 17%	3,319 100%
Mt. Tabor	360 5%	664 9%	1481 21%	1771 25%	549 8%	1432 20%	914 13%	7,171 100%
Reed	126 6%	222 10%	505 22%	649 29%	162 7%	412 18%	180 8%	2,256 100%
Richmond	561 7%	866 11%	2061 26%	2051 26%	542 7%	1253 16%	634 8%	7,968 100%
Rose City Park	256 4%	601 9%	1497 23%	2079 32%	482 7%	1137 17%	528 8%	6,580 100%
Sellwood-Moreland	414 5%	864 11%	1900 24%	2024 26%	508 6%	1399 18%	746 9%	7,855 100%
Sunnyside	314 6%	492 10%	1119 22%	1304 26%	392 8%	1001 20%	478 9%	5,100 100%
Woodstock	377 6%	703 12%	2078 35%	1379 23%	305 5%	889 15%	256 4%	5,987 100%
Portland (percentage)	16,721 6%	34,199 11%	74,134 25%	76,551 26%	18,872 6%	50,212 17%	27,047 9%	297,736 100%

**Table C.12b. 1990 Educational Attainment.** Table shows the number of persons aged 25 and older by highest year of school completed or degree conferred in each neighborhood for 1990. Percentages indicate the percentage of total persons aged 25 and older who attained each level of education by neighborhood.

**Table C.13a. 1980 Occupation**

Neighborhood	Managers and Professionals	Technical, Sales, Administrative	Service	Farm, Forest, Fishing	Operators Fabricators Laborers, Precision Production	Total
Brooklyn (percentage)	375 21%	626 35%	227 13%	24 1%	547 30%	1799 100%
Buckman (percentage)	911 24%	1212 32%	605 16%	37 1%	1075 28%	3840 100%
Center (percentage)	632 24%	908 35%	355 14%	14 1%	673 26%	2582 100%
Creston-Kenilworth (percentage)	722 18%	1537 39%	576 15%	30 1%	1094 28%	3959 100%
Eastmoreland (percentage)	1056 41%	823 32%	293 11%	6 0%	380 15%	2558 100%
Grant Park (percentage)	601 34%	647 37%	179 10%	7 0%	337 19%	1771 100%
Hollywood (percentage)	128 30%	184 43%	58 14%	0 0%	59 14%	429 100%
Hosford Abernethy (percentage)	958 25%	1281 34%	519 14%	32 1%	979 26%	3769 100%
Kerns (percentage)	734 21%	1203 35%	669 19%	44 1%	809 23%	3459 100%
Laurelhurst (percentage)	930 37%	869 35%	306 12%	4 0%	389 16%	2498 100%
Mt. Tabor (percentage)	1259 27%	1846 39%	573 12%	45 1%	988 21%	4711 100%
Reed (percentage)	547 29%	790 42%	173 9%	6 0%	386 20%	1902 100%
Richmond (percentage)	1214 21%	1999 35%	919 16%	81 1%	1486 26%	5699 100%
Rose City Park (percentage)	1070 24%	1611 37%	597 14%	17 0%	1111 25%	4406 100%
Sellwood-Moreland (percentage)	1277 24%	1840 35%	736 14%	17 0%	1349 26%	5219 100%
Sunnyside (percentage)	706 21%	1140 33%	597 18%	45 1%	921 27%	3409 100%
Woodstock (percentage)	860 21%	1539 37%	443 11%	46 1%	1266 30%	4154 100%

**Table C.13a. 1980 Occupation.** Table shows the number of workers occupied in each job class in 1980. Percentages indicate the percentage of total workers aged 16 and older who were working in each job class by neighborhood.

**Table C.13b. 1990 Occupation**

Neighborhood	Manager/ Profess.	Tech, Sales, Admin	Service	Farm, Forest, Fishing	Operators, Fabricators , Laborers, Precision Production	Total
Brooklyn (percentage)	704 35%	540 27%	256 13%	0 0%	517 26%	2017 100%
Buckman (percentage)	1078 25%	1216 28%	963 22%	38 1%	1087 25%	4382 100%
Center (percentage)	623 27%	832 36%	268 12%	30 1%	572 25%	2325 100%
Creston-Kenilworth (percentage)	858 20%	1371 32%	808 19%	26 1%	1237 29%	4300 100%
Eastmoreland (percentage)	1208 46%	921 35%	245 9%	5 0%	253 10%	2632 100%
Grant Park (percentage)	932 47%	560 28%	152 8%	6 0%	333 17%	1983 100%
Hollywood (percentage)	178 27%	255 39%	97 15%	19 3%	107 16%	656 100%
Hosford Abernethy (percentage)	1149 29%	1208 30%	671 17%	17 0%	934 23%	3979 100%
Kerns (percentage)	876 29%	932 31%	540 18%	12 0%	629 21%	2989 100%
Laurelhurst (percentage)	1236 49%	766 31%	171 7%	6 0%	321 13%	2500 100%
Mt. Tabor (percentage)	1816 37%	1484 30%	654 13%	53 1%	904 18%	4911 100%
Reed (percentage)	536 30%	616 34%	241 13%	12 1%	388 22%	1793 100%
Richmond (percentage)	1665 27%	2064 34%	868 14%	25 0%	1515 25%	6137 100%
Rose City Park (percentage)	1412 31%	1819 39%	418 9%	56 1%	918 20%	4623 100%
Sellwood-Moreland (percentage)	1949 33%	1833 31%	801 14%	42 1%	1207 21%	5832 100%
Sunnyside (percentage)	1071 26%	1404 35%	645 16%	54 1%	875 22%	4049 100%
Woodstock (percentage)	940 22%	1456 35%	591 14%	59 1%	1152 27%	4198 100%

**Table C.13b. 1990 Occupation.** Table shows the number of workers occupied in each job class in 1990. Percentages indicate the percentage of total workers aged 16 and older who were working in each job class by neighborhood.



**Table C.14a-14b: Mode of Transportation Used During Work Commute:  
1980-1990**

**Table C.14a. 1980 Journey to Work**

Neighborhood	Drove Alone	Carpool	Public Transportation	Walked	Other (including bike)	Worked at Home	Total workers
Brooklyn (percentage)	935 55%	193 11%	413 24%	98 6%	51 3%	9 1%	1,699 100%
Buckman (percentage)	1501 40%	568 15%	956 26%	465 13%	151 4%	67 2%	3,708 100%
Center (percentage)	1469 58%	373 15%	438 17%	164 7%	28 1%	47 2%	2,519 100%
Creston-Kenilworth (percentage)	1991 51%	661 17%	895 23%	167 4%	99 3%	63 2%	3,876 100%
Eastmoreland (percentage)	1442 58%	362 15%	240 10%	311 13%	78 3%	46 2%	2,479 100%
Grant Park (percentage)	1133 65%	272 16%	244 14%	57 3%	16 1%	32 2%	1,754 100%
Hollywood (percentage)	208 49%	51 12%	58 14%	61 14%	13 3%	30 7%	421 100%
Hosford Abernethy (percentage)	1875 50%	554 15%	862 23%	181 5%	118 3%	125 3%	3,715 100%
Kerns (percentage)	1579 47%	504 15%	770 23%	322 10%	124 4%	69 2%	3,368 100%
Laurelhurst (percentage)	1447 59%	393 16%	356 15%	121 5%	88 4%	28 1%	2,433 100%
Mt. Tabor (percentage)	2735 59%	802 17%	613 13%	280 6%	86 2%	90 2%	4,606 100%
Reed (percentage)	1115 60%	293 16%	252 14%	138 7%	17 1%	39 2%	1,854 100%
Richmond (percentage)	2977 53%	1018 18%	1126 20%	224 4%	151 3%	82 1%	5,578 100%
Rose City Park (percentage)	2542 60%	800 19%	528 12%	168 4%	129 3%	78 2%	4,245 100%
Sellwood-Moreland (percentage)	3014 59%	865 17%	745 15%	260 5%	141 3%	111 2%	5,136 100%
Sunnyside (percentage)	1573 47%	585 18%	727 22%	204 6%	156 5%	69 2%	3,314 100%
Woodstock (percentage)	2367 54%	787 18%	649 15%	430 10%	84 2%	51 1%	4,368 100%

**Table C.14a. 1980 Journey to Work.** Table shows the number of workers by primary mode of transportation used during commute in 1980. Percentages indicate the percentage of total workers aged 16 and older using each mode of transportation during their journey to work.

**Table C.14b. 1990 Journey to Work**

Neighborhood	Drove Alone	Carpool	Public Transportation	Walked	Other (not including bicycle)	Worked at home	Bicycle	Total Workers
Brooklyn (percentage)	1311 66%	309 15%	266 13%	92 5%	0 0%	21 1%	0 0%	1999 100%
Buckman (percentage)	2341 51%	415 9%	970 21%	450 10%	47 1%	196 4%	176 4%	4595 100%
Center (percentage)	1479 65%	247 11%	373 16%	73 3%	18 0%	69 3%	23 1%	2282 100%
Creston-Kenilworth (percentage)	2560 61%	802 19%	541 13%	151 4%	24 0%	103 2%	46 1%	4227 100%
Eastmoreland (percentage)	1794 70%	218 9%	180 7%	156 6%	10 1%	182 7%	13 1%	2553 100%
Grant Park (percentage)	1322 68%	272 14%	206 11%	44 2%	24 1%	43 2%	37 2%	1948 100%
Hollywood (percentage)	381 59%	80 12%	115 18%	32 5%	4 3%	28 4%	7 1%	647 100%
Hosford Abernethy (percentage)	2234 57%	491 13%	713 18%	205 5%	58 1%	103 3%	114 3%	3918 100%
Kerns (percentage)	1651 56%	315 11%	539 18%	240 8%	0 0%	103 3%	95 3%	2943 100%
Laurelhurst (percentage)	1629 68%	277 12%	260 11%	63 3%	27 1%	93 4%	47 2%	2396 100%
Mt. Tabor (percentage)	3356 70%	526 11%	411 9%	250 5%	41 0%	146 3%	58 1%	4788 100%
Reed (percentage)	1148 65%	279 16%	165 9%	110 6%	3 0%	48 3%	17 1%	1770 100%
Richmond (percentage)	3821 64%	828 14%	798 13%	137 2%	54 0%	195 3%	133 2%	5966 100%
Rose City Park (percentage)	3150 69%	706 16%	400 9%	130 3%	16 0%	105 2%	35 1%	4542 100%
Sellwood-Moreland (percentage)	3967 69%	719 13%	595 10%	192 3%	11 0%	188 3%	54 1%	5726 100%
Sunnyside (percentage)	2119 53%	624 16%	736 18%	169 4%	70 2%	173 4%	99 2%	3990 100%
Woodstock (percentage)	1747 57%	590 19%	339 11%	141 5%	40 1%	173 6%	62 2%	3092 100%

**Table C.14b. 1990 Journey to Work.** Table shows the number of workers by primary mode of transportation used during commute in 1990. Percentages indicate the percentage of total workers aged 16 and older using each mode of transportation during their journey to work.

## Appendix D: Demographic Method by Neighborhood

### Geographic Areas

This appendix presents demographic information about individual neighborhoods within the *East Portland Community Plan* area for 1980 and 1990 using census data by neighborhood for these decades. Wherever possible, data has been aggregated by the Office of Neighborhood Association's recognized neighborhood boundaries for 1990. Some error may result from the contraction or expansion of a neighborhood's boundaries since 1980.



The following neighborhoods are analyzed in this report:

Ardenwald	Kerns
Brooklyn	Laurelhurst
Buckman	Mt. Tabor
Center	Reed
Creston-Kenilworth	Richmond
Eastmoreland	Rose City Park
Grant Park	Sellwood-Moreland
Hollywood	Sunnyside
Hosford-Abernethy	Woodstock

For the purposes of analysis:

- the portion of Ardenwald that falls within the plan area has been combined with Eastmoreland for 1980, 1990, and 1996;
- the Reed/Eastmoreland overlap area has been combined with the Reed neighborhood for 1990 and 1996 (in 1980 this area was combined with the Woodstock neighborhood); and
- the Grant Park/Hollywood overlap has been combined with the Hollywood neighborhood for 1980, 1990, and 1996.

## **Data Sources**

The 1980 and 1990 neighborhood demographics are from the *Neighborhood Profiles Reports* prepared by the Center for Population Research and Census at Portland State University. These reports aggregate block and block group level information by recognized neighborhood areas. Some distortion in the comparisons may exist due to differences in the aggregation techniques used for 1980 and 1990 profiles.

The 1996 neighborhood demographics are from estimates prepared for the Bureau of Planning by CACI Marketing Systems, a national firm that provides population updates and forecasts. CACI estimates of population and households are based on trends modeled from local estimates and changes in the U.S. Postal Service's delivery statistics.

## **Variables**

*population*—From 100 percent counts for 1980, 1990, and 1996.

*number of households*—From 100 percent counts for 1980, 1990, and 1996. A household is a person or persons living in a housing unit.

*persons per household*—From 100 percent counts for 1980, 1990, and 1996. Equal to the population of the neighborhood divided by the number of households.

*population by age*—From 100 percent counts for 1980 and 1990.

*population by household size*—From 100 percent counts for 1980 and 1990. Households aggregated by number of members/occupants.

*population by race and ethnicity*—From 100 percent counts for 1980 and 1990. Population of Hispanic descent recorded in 1980 as "Spanish origin" and in 1990 as "Hispanic descent". This report shows the change between 1980 and 1990 of persons who classify themselves as being of Spanish origin or Hispanic descent. Some distortion may exist in this trend because of the change in census terminology between the two decades.

*housing units*—From 100 percent counts for 1980 and 1990.

*housing tenure*—From 100 percent counts for 1980 and 1990.

*housing vacancy*—From 100 percent counts for 1980 and 1990.

*housing units by type*— From sample counts for 1980 and 1990.

*median income*— From sample counts for 1980, 1990, and 1996. All numbers correspond to median income of the prior calendar year (i.e. 1979, 1989, 1995). "Nominal income" for 1980 and 1990 corresponds to incomes expressed in those years' dollars. "Real income" for 1980 and 1990 corresponds to incomes expressed in 1995 dollars, using an inflation factor equivalent to the percentage change in the Consumer Price Index (CPI) for the city of Portland:

- CPI increased by 100 percent between 1979 and 1995
- CPI increased by 28 percent between 1989 and 1995

*percentage population high school graduates*—From sample counts for 1980 and 1990. Percentage of population aged 25 and over that has finished high school or the equivalent.

*percentage population with some college*—From sample counts for 1980 and 1990. Percentage of population aged 25 and over that has had at least a year of college experience.

*mode of transportation, journey to work*—From sample counts for 1980 and 1990. Percentage of workers who commute to their place of employment by particular transportation modes.

## Appendix E: Parks and General Obligation Bond Improvements

The following table lists each of the recreational facilities managed by Portland Parks and Recreation within the EPCP area. The chart shows whether or not each facility is slated for General Obligation Bond improvements, as well as the status of these improvements as of Summer 1997. Where applicable the chart shows the size of facilities in acres. If the facility is owned by Portland Parks and Recreation, the table shows the year it was acquired. The table also shows whether the facility is developed, undeveloped, or natural. In general, developed parks include features such as play grounds, ball fields, and picnic tables and are intended for active recreational use. Natural parks are parks with significant natural resources that are intended primarily for passive recreational use such as bird-watching or hiking. Undeveloped parks are sites owned by Portland Parks and Recreation that are neither developed nor natural.

Site Name	Size (in acres)	Year Acquired	Status	Parks Bond Projects (Y=yes)
Abernethy Pool	na	na	Developed	
Berkeley Park	6.5	1941	Developed	
Blair Community Garden	0.4	na	Developed	
Brooklyn Park	2.56	1949	Developed	Y-complete
Brooklyn School Park	2.84	na	Developed	
Buckman Community Garden	0.15	na	Developed	
Buckman Field	9.03	1920	Developed	
Buckman Pool	na	na	Developed	
Bybee Bike Path	0.2	na	Developed	
Coe Circle	0.65	na	Developed	
Col. Summers Cmty. Garden	na	na	Developed	Y-complete
Colonel Summers Park	6.45	1921	Developed	
Community Music Center	0.23	1965	Developed	Y-in design
Creston Park	14.63	1920	Developed	Y-future
Creston Pool	na	na	Developed	Y-out to bid
Crystal Spgs Rhododendron Gdn	5	1923	Developed	Y-future
Eastmoreland Golf Course	149.59	1916	Developed	
Eastmoreland Playground	na	1916	Developed	
Erv Lind Stadium	na	na	Developed	Y-future
Everett Community Garden	0.39	na	Developed	
Frazer Park	3.5	1950	Developed	
Ivon Community Garden	0.13	na	Developed	
Johnson Creek	2.89	1920	Natural	Y-future
Kenilworth Community Garden	0.9	na	Developed	
Kenilworth Park	8.6	1909	Developed	Y-in design
Ladd Circle/Squares/Rose Grdn	2.56	na	Developed	Y-complete
Laurelhurst Park	34.66	1909	Developed	Y-out to bid
Metro Performing Arts	na	na	Developed	
Mt. Tabor Annex	0.8	1978	Developed	
Mt. Tabor Park	195.84	1929	Developed	Y-future
Mt. Tabor Yard	5.24	na	Developed	

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EPCP Parks Facilities, cont.				
Site Name	Size (in acres)	Year Acquired	Status	Parks Bond Projects (Y=yes)
Normandale Park	14.39	1940	Developed	Y-complete
Oaks Bottom Wildlife Refuge	163	1959	Natural	Y-design
Oaks-Pioneer Church & Park	0.6	1958	Developed	
Oregon Park	3.79	1940	Developed	Y-construction
Piccolo Park	0.57	1989	Developed	
Portland Tennis Center	3.29	1949	Developed	
Powell Park	9.1	1921	Developed	Y-future
Providence Pool	na	na	Developed	
Reed College Parkway	3.39	na	Developed	
Reed Community Garden	1.9	na	Developed	Y-complete
Richmond Property	0.3	1989	Undeveloped	
Rosemont Bluff	2.11	1995	Undeveloped	
Ross Veterans Memorial	0.48	1974	Developed	
Sckavone Stadium	na	mid 1950s	Developed	
Sellwood Community Center	0.23	1920	Developed	
Sellwood Park	16.37	1909	Developed	Y-complete
Sellwood Park Pool	na	1929	Developed	Y-out to bid
Sellwood Riverfront Park	8.75	1969	Developed	
Sewallcrest Community Garden	na	na	Developed	Y-complete
Sewallcrest Park	5.09	1940	Developed	Y-future
Springwater Corridor	188.44	1990	Natural	
Sunnyside School Park	1.91	na	Developed	Y-construction
Tideman Johnson Park	6.01	1940	Natural	
W. Clinton Cmty. Garden/Backyard Wildlife Hab.	0.3	1991	Developed	Y-complete
Westmoreland Park	47.05	1922-1936	Developed	
Woodstock Community Center	0.11	1958	Developed	
Woodstock Park	13.39	1921	Developed	Y-design

## Appendix F: Heritage Tree List

The following lists the Heritage Trees in the EPCP area by type and location:

- American Elm—7821 SE 30th Avenue and Crystal Springs
- American Sycamore—4234 SE 33rd Place
- Purple Beech—1579 SE Nehalem Street
- Tulip Tree—3104 SE Gladstone Street
- Coulter Pine—5306 SE 37th Avenue
- Monterey Pine—5330 SE 37th Avenue
- Black Oak—SE Woodstock Boulevard and Reed College Place
- Oregon White Oak—1224 SE Sellwood Boulevard
- River Birch—Sellwood Park
- Oregon White Oak—825 SE Miller Street
- Silver Maple—2857 SE Carlton Street
- Variegated Elm—2120 SE 24th Avenue
- Mockernut Hickory—1609 SE Umatilla Street
- Shellbark Hickory—143 SE 32nd Avenue
- Tulip Tree—5450 SE 40th Avenue
- Western Catalpa—1124 SE 15th Avenue
- London Plane—1816 SE 21st Avenue
- Yellow Buckeye—3387 SE Tibbets Street
- Camperdown Elm—3040 SE McLoughlin Boulevard
- Tupelo (or Sourgum)—SE 7th Avenue & Malden Street
- Big-leaf Linden—2204 SE 11th Avenue
- China Fir—1104 SE Mall Street
- Black Walnut—1942 SE 30th Avenue
- Fraser Magnolia—Sellwood Park
- Red Maple—SE 7th Avenue & Lambert Street
- Western White Pine—1726 SE 24th Avenue
- Big-leaf Linden—SE end of Mount Tabor Reservoir
- Copper Beech—2401 SE 26th Avenue
- Spanish Chestnut—2401 SE 26th Avenue
- Pair of Japanese Red Pines—NE 39th Avenue & Couch Street
- American Elm—710 NE 32nd Avenue & Irving Street
- Spanish Chestnut—3436 SE Johnson Creek Boulevard
- Carolina Poplar—3945 NE Couch Street
- Scarlet Oak—2502 SE Sherman Street
- Grove of five Northern Red Oaks—1824 SE 23rd Avenue
- Rhododendron Ponticum—1905 SE Larch Street
- Silver Maple—2105 SE Taylor Street
- Pair of Horsechestnuts—1013 SE Lambert Street
- Pair of Butternuts—SE 15th Avenue & Lexington Street
- Pacific Dogwood—2944 SE Taylor Street
- Umbrella Magnolia—1174 SE 53rd Avenue



- Pin Oak—3527 SE Ankeny Street
- Big-leaf Maple—2831 NE Davis Street
- Tulip Poplar—1208 SE 53rd Avenue
- Camperdown Elm—5432 SE Hawthorne Boulevard
- American Yellowwood—SE 28th Avenue & Woodstock Boulevard
- Oregon White Oak—2137 SE 32nd Place (Historic Landmark Tree)

## Appendix G: Public Safety Trends

### Crime Trends

Table G.1: Reported Crimes by Type by Neighborhood: 1990

Crime Category	Ardenwald	Brooklyn	Buckman	Center	Creston-Kenilworth	Eastmoreland	Grant Park**	Hollywood	Hosford-Abernethy	Kerns	Laurelhurst	Mt. Tabor	Reed	Richmond	Rose City Park**	Sellwood-Moreland	Sunnyside	Woodstock	EPCP	
Murder	0	0	1	0	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	3
Rape/Sodomy	0	5	21	3	14	1	1	2	7	6	4	4	2	5	7	7	8	6	6	103
Molest	0	1	19	2	12	3	6	2	7	8	8	6	4	10	8	7	14	4	4	121
Robbery	0	12	88	19	41	0	24	26	50	62	9	19	7	49	20	29	58	18	53	531
Agry Assault	1	38	142	23	91	5	15	12	70	67	9	41	5	54	45	72	65	18	773	
Res Burglary	2	43	142	66	122	29	29	18	96	63	56	81	72	108	76	112	68	60	1243	
NonRes Burglary	2	20	146	10	39	12	19	45	65	64	11	25	17	47	34	83	41	29	709	
Arson	0	5	28	3	12	3	2	5	14	12	2	2	0	21	1	6	6	10	132	
Theft from Auto	8	76	429	92	180	193	59	97	307	198	98	236	89	328	163	254	201	57	3065	
Bike Theft	2	6	32	6	23	7	12	8	13	12	6	7	5	21	21	35	30	17	263	
Other Larceny	7	80	396	89	193	16	68	72	277	152	34	120	36	154	81	173	312	94	2354	
Auto Theft	2	59	316	41	122	22	35	29	147	125	40	65	53	174	82	132	135	40	1619	
Vandalism	2	68	228	63	151	20	57	51	133	108	38	98	30	205	79	164	165	51	1711	
Total Crimes	26	413	1988	417	1000	311	327	367	1186	877	315	704	322	1176	617	1074	1103	404	12627	
Crimes per capita	44	121	268	86	96	63	87	248	158	174	63	75	106	98	67	98	153	71	113.8	

Table G.2: Reported Crimes by Type by Neighborhood: 1996

Crime Category	Ardenwald	Brooklyn	Buckman	Center	Creston-Kenilworth	Eastmoreland	Grant Park**	Hollywood	Hosford-Abernethy	Kerns	Laurelhurst	Mt. Tabor	Reed	Richmond	Rose City Park**	Sellwood-Moreland	Sunnyside	Woodstock	EPCP
Murder	0	0	4	0	0	0	0	0	0	0	0	0	0	1	1	0	1	0	7
Rape/Sodomy	0	4	6	2	7	1	0	2	7	5	2	6	1	5	9	15	8	2	82
Molest	0	2	8	3	11	1	1	2	1	9	0	0	2	4	2	14	5	5	70
Robbery	0	24	51	18	34	1	6	41	23	42	7	12	5	26	28	31	28	17	394
Agry Assault	1	41	88	22	84	12	16	13	41	59	18	28	17	59	43	82	46	37	707
Res Burglary	5	33	119	33	58	18	17	17	87	84	26	59	25	78	52	136	71	77	995
NonRes Burglary	3	28	89	25	31	23	16	24	45	74	7	21	16	52	21	42	26	25	568
Arson	0	5	2	5	10	2	5	1	12	14	3	2	1	5	7	7	4	1	86
Theft from Auto	13	96	501	83	159	137	46	89	213	193	105	158	71	226	211	184	170	121	2776
Bike Theft	0	4	36	8	12	22	10	4	22	14	6	8	7	17	7	17	21	18	233
Other Larceny	20	71	363	159	186	67	65	84	186	169	31	103	47	148	155	298	214	133	2499
Auto Theft	4	38	186	88	89	19	29	47	100	119	37	92	23	129	100	83	96	62	1341
Vandalism	6	81	194	59	134	36	90	45	124	134	29	88	38	136	86	142	90	102	1614
Total Crimes	52	427	1647	505	815	339	301	369	861	916	271	577	253	886	722	1051	780	600	11372
Crimes per capita	78	116	208	112	105	67	76	327	122	190	57	58	82	76	78	96	108	70	100.5
% Change '90-'96 (crimes per capita)	76%	-4%	-23%	31%	10%	5%	-12%	32%	-23%	9%	-11%	-23%	-23%	-23%	17%	-2%	-29%	-1%	-12%

Fire Trends

Table G.3: Reported Fires by type: 1991-1996

	Structure: Residential < \$1,000	Structure: Residential > \$1,000	Structure: Non res. < \$1,000	Structure: Non res > \$1,000	Other: < \$1,000	Other: > 1,000	Total Fires
1991-1992	99	62	55	26	324	49	615
1992-1993	87	72	36	28	287	62	572
1993-1994	86	68	49	30	297	58	588
1994-1995	74	79	43	22	298	65	581
1995-1996	66	73	40	26	226	56	487
chnng 91-96	-33%	18%	-27%	0%	-30%	14%	-21%

Table G.3. Table shows the number of fires reported in the plan area for years 1991-1996. Fires are also displayed by type (e.g. structural fires causing damage to residential structures totaling less than \$1,000).

Table G.4: Reported Fires by Census Tract: Fiscal Year 1995-96

Census Tract	Structure: Residential < \$1,000	Structure: Residential > \$1,000	Structure: Non Resid. < \$1,000	Structure: Non Resid. > \$1,000	Other: < \$1,000	Other: > \$1,000	Total Fires
1.00	7	5	0	1	14	6	33
2.00	2	1	1	0	7	1	12
3.01	0	2	0	0	6	0	8
3.02	3	2	0	0	5	0	10
4.01	2	2	0	1	5	0	10
4.02	3	2	0	0	5	0	10
8.01	0	4	0	2	10	4	20
8.02	4	2	1	2	10	3	22
9.01	2	1	4	0	6	0	13
9.02	2	2	1	0	5	2	12
10.00	8	5	4	4	27	0	48
11.01	4	2	5	3	21	5	40
11.02	0	1	1	0	8	2	12
12.01	4	5	0	0	8	2	19
12.02	0	0	0	0	4	1	5
13.01	5	3	0	0	13	4	25
13.02	2	7	1	2	3	1	16
14.00	1	1	1	1	11	0	15
15.00	0	1	0	0	1	1	3
16.01	0	3	3	1	2	0	9
18.01	2	4	1	1	3	1	12
18.02	1	6	0	1	8	1	17
19.00	2	2	0	3	8	5	20
20.00	9	5	1	1	17	6	39
21.00	2	3	12	3	11	8	39
27.02	1	0	4	0	5	2	12
28.02	0	2	0	0	3	1	6

Table G.4. Table shows the number of fires reported in the plan area by census tract for the 1995-1996 year. Fires are also displayed by type (e.g. structural fires causing damage to residential structures totaling less than \$1,000). For a map showing census tracts, refer to Appendix B.

## Appendix H: Workshop Survey and Discussion Results

East Portland Community Plan (EPCP) staff hosted four workshops in fall 1996. The workshops provided information to the public about the EPCP process and gave opportunities for people to voice their opinions to Planning Bureau staff through completion of a survey and small group discussions. A total of 141 people attended the workshops. Their input was used in development of the *Alternative Zoning Concepts* and is recorded below. For more information on the EPCP workshops, refer to *Part I, Project Summary*.

### Survey Responses

A total of 56 surveys were completed during the EPCP workshops. This represents about 40 percent of all those that attended. In addition to the area-wide EPCP workshops, a mini-workshop was held in the Richmond Neighborhood in November 1996. A total of 15 surveys were completed at this mini-workshop.

Seventy-two people attended the EPCP workshops. The responses to the first question show the number of workshop attendants from each neighborhood in the EPCP area.

#### *Question 1: In which neighborhood do you live or work?*

Ardenwald	0
Brooklyn	1
Buckman	4
Center	1
Creston-Kenilworth	5
Eastmoreland	2
Grant Park	3
Hollywood	6
Hosford-Abernethy	1
Kerns	0
Laurelhurst	2
Mt. Tabor	4
Reed	0
Richmond	23
Rose City Park	2
Sellwood-Moreland	5
Sunnyside	3
Woodstock	8
Outside Plan Area	2

Workshop attendants on average had lived in the EPCP area for approximately 12 years. The responses to the second question show the number of attendants who had lived in the EPCP area for particular periods of time.

**Question 2: How long have you lived or worked in the East Portland area?**

5 years or less	27
5 to 10 years	12
10 to 20 years	16
over 20 years	12

The third question asked respondents to rank the issues they felt were most important for the area. Responses are shown as the average rank given to each of the higher ranking issues.

**Question 3: Please rank on a scale of 1 to 10, with 1 being the highest, the most important issues for the East Portland Community Plan area.**

Transit, pedestrian, and bike access	3.3
Open space	3.4
Traffic and parking	3.9
Crime and public safety	4.0
Housing affordability	4.0
Business and jobs	4.5

**Questions 4-10**

Questions four through ten were a series of open-ended questions to which responses varied widely. The following summarizes the most frequent responses, showing the percentage of respondents whose lists included these issues. In some cases EPCP staff have grouped multiple related responses under a single larger category, followed by an asterisk (\*).

**Question 4: List the top three reasons you choose to live, do business or play in East Portland.**

Character of the area*	57%
Affordability	49%
Proximity	43%
Access	43%

**Question 5: List the top three things, currently missing, that would make East Portland a better place to live, do business or play.**

Improved commercial areas*	24%
Traffic management*	20%
Non-Auto solutions	20%
Parks and open space	8%
Affordable housing	5%
Design review/control	3%

Other "missing" items ranged from graffiti removal and commercial areas with better goods and services, to "nothing, nothing, and nothing."

**Question 6: List three design features that help to create pleasant streetscapes in East Portland.**

Trees	70%
Pedestrian-oriented streets and stores*	26%
Sidewalks	19%
Old Houses and architecture	17%

**Question 7: Over the next 20 years, what favorable changes do you expect to occur in the East Portland area due to growth?**

Transit, bike, pedestrian improvements	31%
Commercial area revitalization*	28%
Mixed uses	14%
Renovated housing	10%
Increased diversity	10%
Better quality development	10%

**Question 8: Over the next 20 years, what unfavorable changes do you expect to occur in the East Portland area due to growth?**

Increased traffic and cars	56%
Increased crime	28%
Decreased affordability	23%

Other responses included higher taxes, lack of parking, poor quality design/construction, and overcrowding.

Question 9 asked people to indicate areas where development can be concentrated to maximize the positives and minimize the negatives. The following map is a composite of survey responses.



Question 10: Are there planning issues you would like the East Portland Community Plan staff to be aware of?

Transit, bike, and pedestrian improvements	16%
Parks, open space, recreation	14%
Parking	9%
Density concerns	9%

## Workshop Discussion Groups

Many workshop participants engaged in facilitated group discussions. Three questions formed the basis of the discussions. The following summary lists some of the most frequent response categories and indicates the percentage of participants who raised responses in each category

***Question 1: What makes you choose East Portland as the place to live, do business, or play?***

Character of the area		26%
Getting around		25%
• Access		18%
• Proximity	8%	
Social characteristics	18%	
Recreation and services		10%
Open space and parks		9%
Affordability		5%
Business and jobs		3%
Crime and safety		3%

***Question 2: What's currently missing in East Portland that would improve it?***

Getting around		37%
• Pedestrian/bike focus	14%	
• Traffic management	10%	
• Transit improvements	9%	
• Better street design	4%	
Character of the area		24%
Recreation/services		14%
Open space/parks		8%
Affordability		4%

***Question 3: Where in the East Portland area would you concentrate the expected growth coming over the next twenty years?***

Next to transit routes		13%
Vacant or parking lots		12%
Build mixed-use structures		11%
Above or replacing buildings		10%
Up instead of out		9%
Specific places		6%
• Powell	3%	
• Sandy	2%	
• 52nd (south end)	1%	
Accessory Dwellings		5%



## Appendix I. Street Classifications

The *Transportation Element* (TE) of the city of Portland's *Comprehensive Plan* includes transportation policies, street classification descriptions and maps, and district policies which are adopted as part of the *Comprehensive Plan* as well as other sections which are not adopted. The purpose of the TE is to establish a framework within which transportation projects and plans are developed and implemented within Portland. An *Arterial Streets Classification Policy* (ASCP) was first adopted in 1977 and updated in 1983. In 1992, the ASCP was incorporated into the broader TE, which was subsequently updated in 1996. The information contained in this section was summarized from the TE.

The TE is a policy document rather than a transportation plan; no specific projects or changes in traffic movement are mandated. The street classifications of the TE dictate what types of automobile, transit, bicycle, pedestrian, and truck use should be emphasized on each street. The current use of the street may not match these functional classifications, but land use changes and transportation projects should not be approved unless consistent with the classification of the affected streets.

The TE not only addresses the appropriate functioning of streets, but also addresses issues such as neighborhood livability, land use/transportation relationships, public transit and development, and increased opportunities for walking and bicycling.

The TE indicates what types of improvements are appropriate on various kinds of streets and in different areas of the city. Citizens, city staff, and other agencies use the TE to identify transportation problems, to develop and evaluate projects, and to review private development proposals that will impact the street system. The TE also contains potential actions for carrying out the adopted transportation policies. These actions are not adopted as part of the *Comprehensive Plan*, but they describe projects and programs (many generated by citizens who were involved in the development of the TE) to improve Portland's transportation system.

The Transportation Element Goal, Policies 6.1 through 6.29, the Classification Descriptions, the District Policies and the Maps are used in adopting, amending or appealing land use regulations and in reviewing certain land use decisions (until such time as the content of these policies is incorporated into the Zoning Code). In instances where an aspirational statement (should be) is made in either policies or classification descriptions, this language is considered the ideal, but one which may not be able to be met in an individual situation. Policies or classification descriptions which contain

mandatory language (shall be) are to be considered as strict approval criteria which must be met.

The following TE policies relate directly to the East Portland Community Plan area:

### **NORTHEAST DISTRICT POLICIES**

The Northeast District is bounded by I-5, the Columbia River, I-205 and I-84 except for the southwest area within the Central City Transportation Management Plan boundaries. Northeast neighborhoods are primarily residential with commercial subcenters.

- **Policy 1—Neighborhood Traffic Impacts:** Control peak period traffic impacts to protect neighborhood livability.
- **Policy 2—District Commercial Centers:** Enhance traffic and pedestrian access and improve transit service to regional and district commercial areas.
- **Policy 4—Transit Service:** Improve crosstown transit service, maintain service to the downtown and local commercial districts and encourage Tri-Met routes on adequate streets.
- **Policy 13—Sandy Boulevard:** Retain on-street parking in the Hollywood District as a high priority in designing street improvements for NE Sandy Boulevard.

### **SOUTHEAST DISTRICT POLICIES**

The Southeast District is bounded by the Willamette River/SE 12th, I-84, I-205 and the city's southern Urban service boundary. Southeast neighborhoods are comprised of older, densely-settled single and multifamily residential areas, with a mix of commercial and industrial uses.

- **Policy 1—Peak Period Nonlocal Traffic Impacts:** Control peak period traffic impacts to protect neighborhood livability.
- **Policy 2—McLoughlin Boulevard:** McLoughlin Boulevard should serve as the major north/south route for regional traffic with less intense characteristics between Powell and Reedway. Improvements should address pedestrian and bicycle access.
- **Policy 3—Milwaukie/17th Avenue:** Discourage nonlocal traffic from using the streets.
- **Policy 4—Pedestrian/Bicycle Access:** Promote and facilitate pedestrian and bicycle use, improve pedestrian and bicycle access to the Willamette River and between Brooklyn and Hosford-Abernethy, improve bridge

access and safety for bicycles and pedestrians and ask METRO to include bicycle and pedestrian facilities on the south Willamette MAX crossing.

- **Policy 5—Foster Road Improvements:** Future changes to Foster Road west of I-205 should facilitate its use as an important shopping street and its traffic and transit classifications.
- **Policy 7—Eastmoreland Neighborhood:** Accomplish traffic control and reduction in Eastmoreland by through increased transit service and patronage, and maintaining the character of and discouraging increased traffic volumes on selected streets.
- **Policy 8—Central Eastside Industrial District:** Implement transportation improvements identified in the Central Eastside Transportation Study.
- **Policy 9—Bridgeheads Revisited:** Encourage the use of Martin Luther King, Jr. Boulevard and Grand Avenue for trips by providing improved connections from the bridgeheads.
- **Policy 10—Truck Issues:** Discourage regional and interdistrict truck traffic from using Local Service Streets in Southeast Portland.
- **Policy 11—Southeast 39th Avenue Land Use and Access:** Limit left turn access to auto-oriented land uses along SE 39th Avenue.
- **Policy 12—Transit Service:** Continue to expand and improve crosstown transit service, travel time and access to east side activity centers. Encourage feeder bus service to MAX.
- **Policy 13—Belmont/Morrison Decouple:** The city intends to decouple Belmont/Morrison between 12th and 25th and make a decision whether to reclassify Morrison Street and where to transition from a two-way street to a one-way couplet.
- **Policy 14—Southeast Tacoma:** Tacoma may function as a Major City Traffic Street until a new regional bridge is built, but it will still be classified and treated as a District Collector. Corridor projects should address problems on SE McLoughlin and SE 17th Avenue.
- **Policy 15—Springwater Corridor:** The Springwater Corridor shall be removed as a Regional Transitway if not shown in the final Regional Transportation Plan.

For more information about the *Transportation Element*, call the Portland Office of Transportation at (503) 823-5185.

## TRAFFIC STREETS

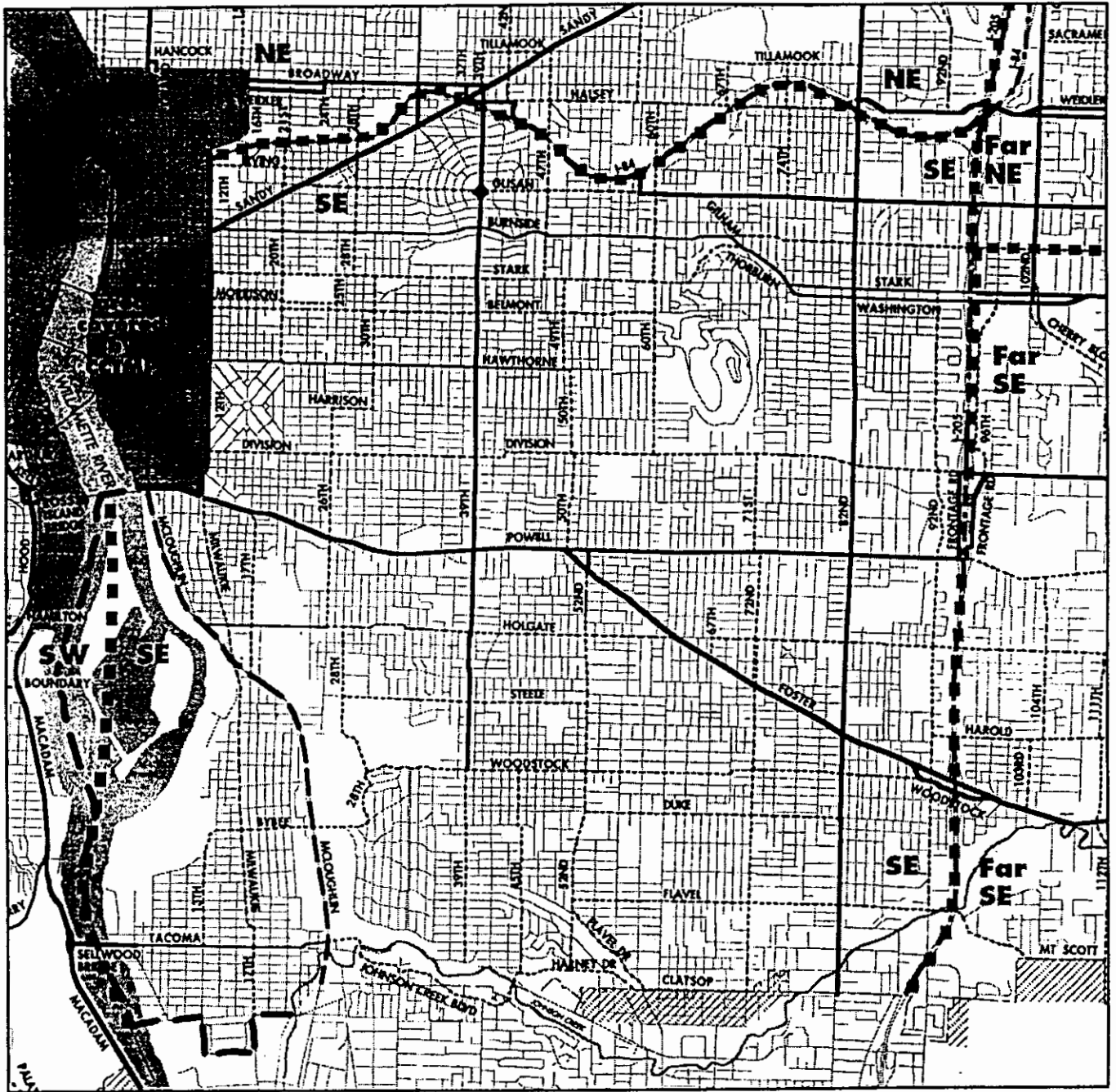
**Regional Trafficways** : Serve interregional district movement with only one trip end in a Transportation District or bypass a district completely. Do not connect to Neighborhood Collectors or Local Service Streets. Encourage private and public development of regional significance to locate adjacent to Regional Trafficway Interchanges and not provide access to areas where development is discouraged. Regional Trafficways are designed and operated to serve through movement and prohibit access to Local Service Streets and private property. Buffer adjacent neighborhoods from Regional Trafficways. Where streets have a dual classification of Regional Trafficway and Major City Traffic Street, the street should retain the operational characteristics of a Major City Traffic Street.

**Major City Traffic Streets** : Serve as the principal routes for traffic and emergency vehicle movements which have at least one trip end within a Transportation District. Major City Traffic Streets should provide connections to Regional Trafficways and serve major activity centers within each Transportation District. Auto-oriented land uses and major development centers should be encouraged to locate adjacent to Major City Traffic Streets. A Major City Traffic Street is intended to provide concentrated traffic access for those living or doing business within the district. On-street parking on Major City Traffic Streets can be removed and additional right-of-way purchased to provide adequate traffic access.



**District Collector** : Provide concentrated access to district activity centers and to serve trips which both start and end in a district. Discourage regional trips from using District Collector streets. New land uses which attract trips from the surrounding neighborhoods or from throughout the district are encouraged to locate on District Collector Streets. Regional land uses are discouraged from locating on District Collectors except where the collector is near and directly connected to a Regional Trafficway. Parking removal or additional right-of-way purchase on District Collectors should be undertaken only at specific problem locations or under special circumstances to accommodate the equally important functions of traffic movement and access to abutting properties.


**Neighborhood Collector** : Intended to serve as a distributor of traffic from a Major City Traffic Street or District Collector Street to the Local Service Streets, and to serve trips which both start and end within an area bounded by Major City Traffic Streets and District Collector Streets. Interdistrict, nonlocal traffic should be discouraged from using Neighborhood Collector Streets. New land uses and major expansions of existing land uses which attract a significant volume of traffic trips from outside the neighborhood area should be discouraged on Neighborhood Collectors. Parking removal or additional right-of-way purchase should not be undertaken on Neighborhood Collectors except at specific problem locations or special circumstances to accommodate the equally important functions of traffic movement and access to abutting properties. Nonlocal, interdistrict trips should be discouraged on Neighborhood Collectors.


**Local Service Street** : Intended to provide the following: distribute local traffic and emergency vehicles access; access to local residences or commercial uses; visual setting or entryway to land uses; pedestrian circulation system; meeting place for residences; and play area for children in locations where a woonerf street treatment has been implemented. Auto-oriented land use should be discouraged from using Local Service Streets as their primary access. Local Service Streets give preference to access to individual properties, and also to the special needs of residents and property owners along the street. Access for motor vehicles may be selectively restricted on Local Service Streets to allow for nontraffic uses or improved safety, using the established city process. Local Service Streets are intended to provide on-street parking and access to local residences or commercial uses.



### TRAFFIC CLASSIFICATIONS

- · — · — REGIONAL TRAFFICWAY
- — — REGIONAL TRAFFICWAY and MAJOR CITY TRAFFIC STREET
- — — MAJOR CITY TRAFFIC STREET
- — — DISTRICT COLLECTOR
- · — · — NEIGHBORHOOD COLLECTOR
-  Area covered by Central City Transportation Management Plan
-  TRANSPORTATION DISTRICT BOUNDARY

- — — CITY BOUNDARY
-  UNINCORPORATED MULTNOMAH CO. AND CLACKAMAS CO. AREAS WITHIN PORTLAND URBAN SERVICE BOUNDARY

 NORTH      0.5 MILE  
 SCALE

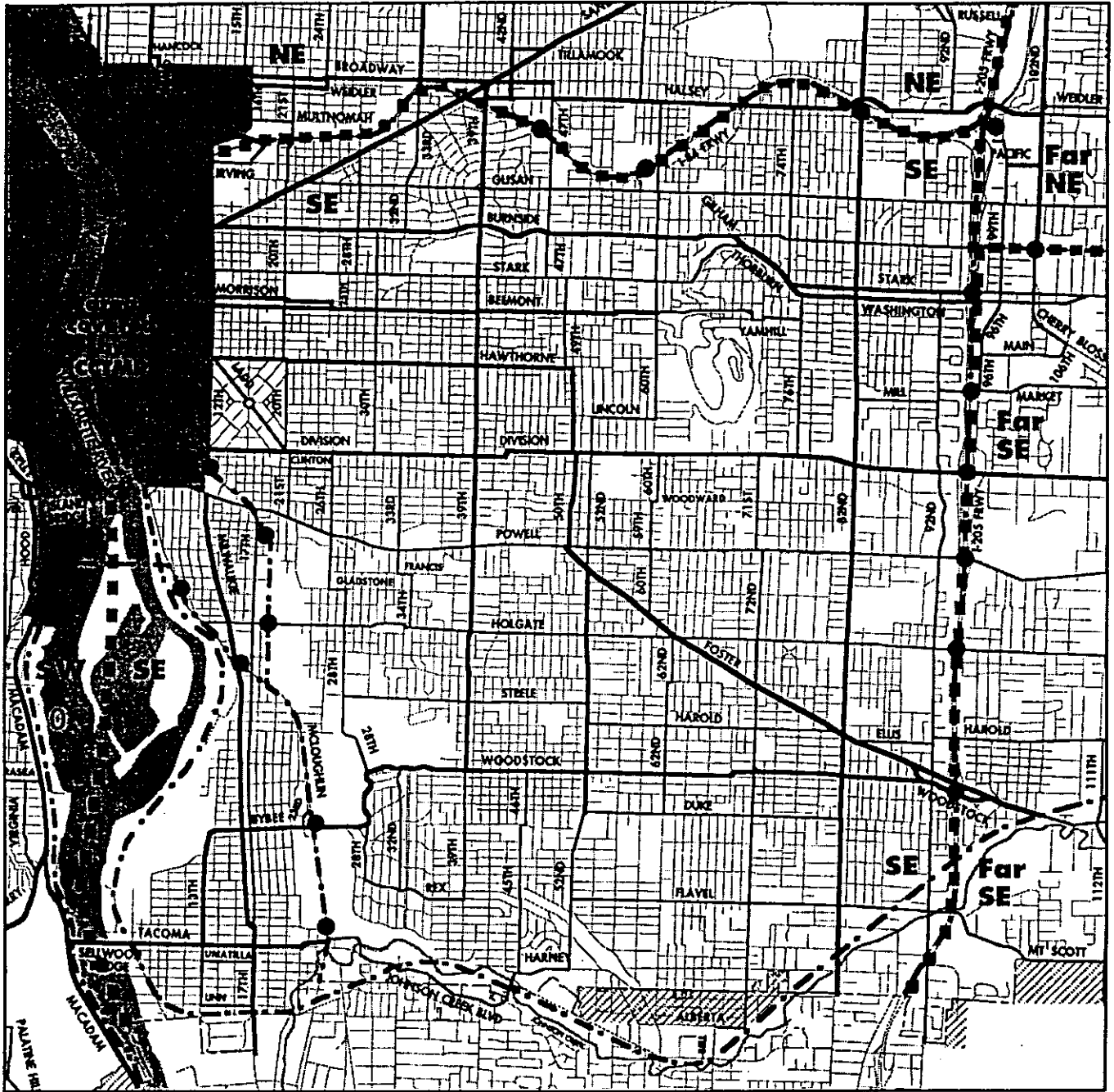
## TRANSIT STREETS

**Regional Transitway** : Intended for frequent high-speed, high-capacity, express and limited transit service. Regional Transitways should provide connectors between downtown and all regional activity centers, but not direct access to areas in which urban growth is to be discouraged. Private and public developments of regional significance (for example, shopping centers, stadiums, arenas, etc.) should be encouraged to locate adjacent to Regional Transitways to reduce traffic impact on adjoining areas and streets. Land uses surrounding transit stations should be planned and designed to support transit-oriented development and provide a high level of multimodal access to the station site within one-half mile. Density should peak at the station center and decrease proportionately based on distance from the station. A Regional Transitway should be an exclusive transit facility where the level of service demands and the topography and adjoining development allow. Where feasible, neighborhoods in a developed area should be buffered from the direct impact of Regional Transitways. Design treatment should consider auto, transit, bicycle and pedestrian circulation at the station area.

**Major City Transit Street** : Intended to provide concentrated transit services to connect and reinforce major activity centers and residential areas and to provide for local, limited and express transit operations. Facilities at transfer points should provide a safe and convenient covered waiting area, a means of transfer between transit route and transit route information and access for pedestrians and bicyclists. Locate stations and stops to provide convenient access to neighborhoods and commercial centers. Stations located within 25 minutes travel time of downtown should primarily be served by feeder bus connections. Those areas beyond 25 minutes travel time, should be served by either park-and-ride or feeder bus service. Transit-oriented land uses should be encouraged to locate along Major City Transit Streets. Auto-oriented land uses should be discouraged, except where the street is also classified as Major City Traffic Street. Encourage land use densities along Major City Transit Streets to vary directly with the planned capacity of transit service. Major City Transit Streets are intended to provide service for living and doing business within the Transportation District. Where neighborhood commercial uses occur, pedestrian and bicycle improvements and on-street parking should be encouraged. Employ preferential transit service, including transit priority treatment (such as signal pre-emption or exclusive lanes), which may involve removing on-street parking or acquiring additional right-of-way. Adequate pedestrian and bicycle crossings should be provided along a Major City Transit Street at or near transit stops.

**Minor Transit Street** : Minor Transit Streets are intended to provide for district transit service. Facilities at transfer points should provide an adequate covered waiting area and transit information and direct and convenient pedestrian and bicycle access. Encourage direct and convenient pedestrian and bicycle access between transit stops and land uses. The density of development should be encouraged to vary directly with the planned capacity of transit service. Transit movement is not the primary function. Parking removal, or purchase of additional right-of-way for transit purposes should not be undertaken except at specific locations, in order to provide for transit stops and intersection improvements. The size and type of vehicle used on Minor Transit Streets should be appropriate to the needs of the land uses being served along the entire route.

**Local Service Street** : Local Service Streets are intended to provide service to local residents and commercial areas and paratransit service. Where no alternatives are available, they may be used as route end loops for regularly-scheduled routes. Design treatment and transit operations should give preference for access to individual properties and to the specific needs of property owners and residents along the street.



### TRANSIT CLASSIFICATIONS

- REGIONAL TRANSITWAY
- REGIONAL TRANSITWAY and MAJOR CITY TRANSIT STREET
- MAJOR CITY TRANSIT STREET
- MINOR TRANSIT STREET
- TRANSIT STATION
- Area covered by Central City Transportation Management Plan
- TRANSPORTATION DISTRICT BOUNDARY

- CITY BOUNDARY
- ▨ UNINCORPORATED MULTNOMAH CO. AND CLATSOPAS CO. AREAS WITHIN PORTLAND URBAN SERVICE BOUNDARY

▲ NORTH  
0.5 MILE  
SCALE

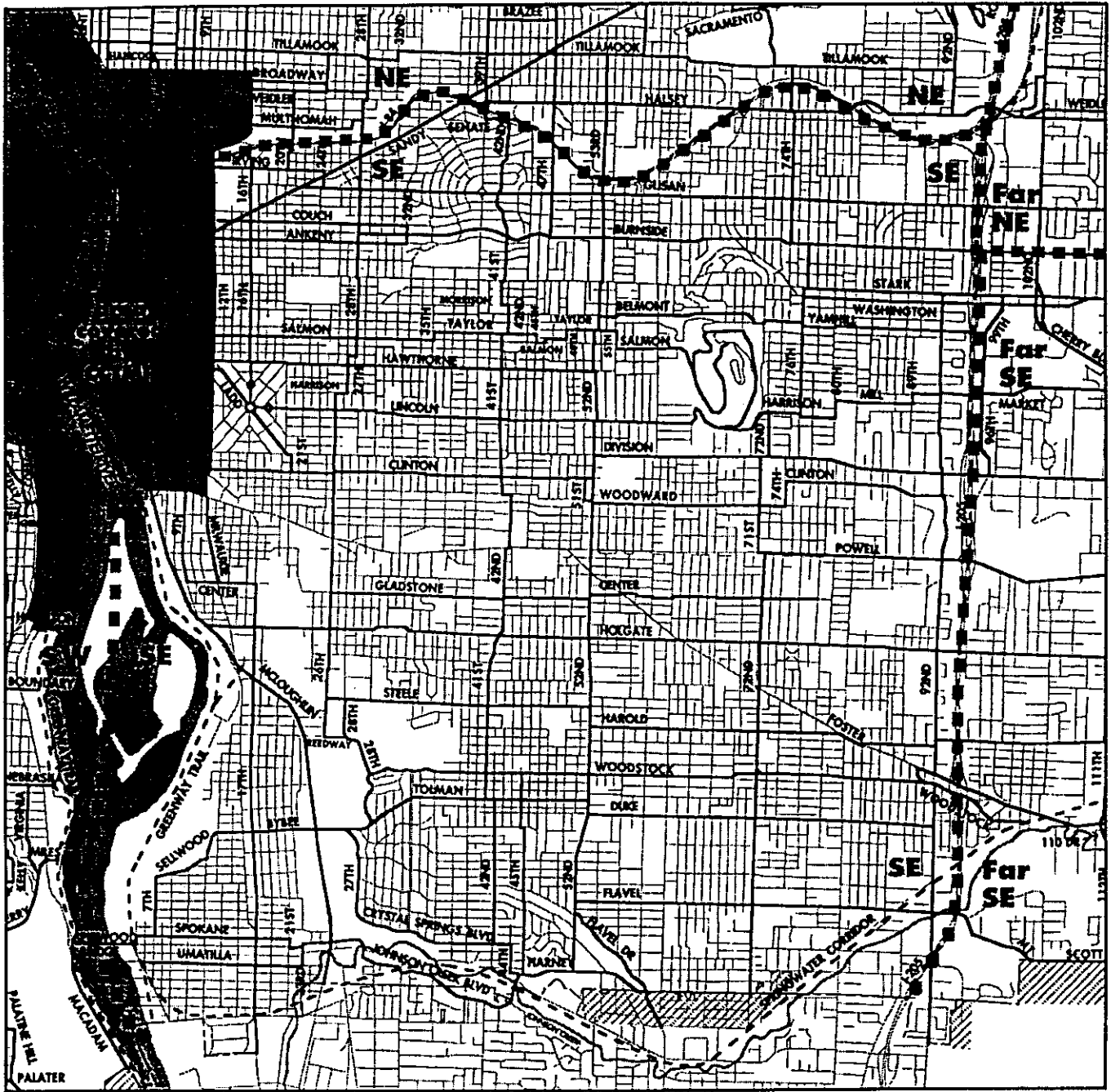
## BIKEWAYS

**City Bikeways :** Designed to establish direct and convenient bicycle access to all significant destinations and within city, town and regional centers. Areas that should be served by City Bikeways are employment centers, commercial districts, transit stations, institutions, recreational destinations, and regional and town centers. Auto-oriented land uses should be discouraged on City Bikeways not classified as Major City Traffic Streets. Factors to consider in determining appropriate design treatment are: traffic volume, speed of motor vehicles, and street width. Design treatments to be considered for City Bikeways are bicycle lanes, extra width lanes, wide shoulders, bicycle boulevards, and signage for local street connections. On-street motor vehicle parking may be removed on City Bikeways to provide bicycle lanes, except where deemed essential to serve adjacent land uses. All destinations along a City Bikeway should have long- and/or short-term end-of-trip facilities to meet bicyclists' needs. City Bikeways should be maintained to minimize surface hazards such as grates, potholes, and loose sand and gravel. Crossings of City Bikeways and all other rights-of-way should be designed to minimize conflicts and provide adequate bicycle crossings.

**Local Service Bikeways :** Intended to serve as local circulation routes for bicyclists and provide access to adjacent properties. All streets not classified as City Bikeways or Off-Street Paths, with the exception of Regional Trafficways not also classified as Major City Traffic Streets, are classified as Local Service Bikeways. Design treatments to be considered for Local Service Bikeways are shared roadways, traffic calming, bicycle lanes, and extra-wide curb lanes. On-street motor vehicle parking will not be removed on Local Service Bikeways to provide bicycle lanes. Treatment to and operation of Local Service Bikeways should not, as a side effect, create, accommodate or encourage additional through automobile traffic. Crossings of Local Service Bikeways and all other rights-of-way should be designed to minimize conflicts and provide adequate bicycle crossings.

**Off-Street Paths :** Designed to establish adequate and convenient routes for bicycling, walking and other non-motorized uses. May be appropriate in corridors not well served by the street system to create short cuts that link urban destinations and origins along continuous greenbelts such as rivers, park and forest areas, and other scenic corridors; and as elements of a community or citywide recreational trail plan. Specific guidance on the design treatment of Off-Street Paths can be found in the Bikeway Design and Engineering Guidelines. Off-Street Paths should be designed as separated facilities which can be shared with pedestrians and other non-motorized users. Landscaping and trail design in the Greenway should conform with the Zoning Code specifications for the Greenway Trail. Landscaping and trail design for Off-Street Paths in the 40-Mile Loop should conform with the design guidelines for the 40-Mile Loop. Off-Street Paths should be protected or grade-separated at intersections with major roadways and identified through signing.





### BICYCLE CLASSIFICATIONS

- CITY BIKEWAY
- - - OFF-STREET PATH
- Area covered by Central City Transportation Management Plan
- N ■ NE TRANSPORTATION DISTRICT BOUNDARY

- - - CITY BOUNDARY
- ▨ UNINCORPORATED MULTNOMAH CO. AND CLACKAMAS CO. AREAS WITHIN PORTLAND URBAN SERVICE BOUNDARY

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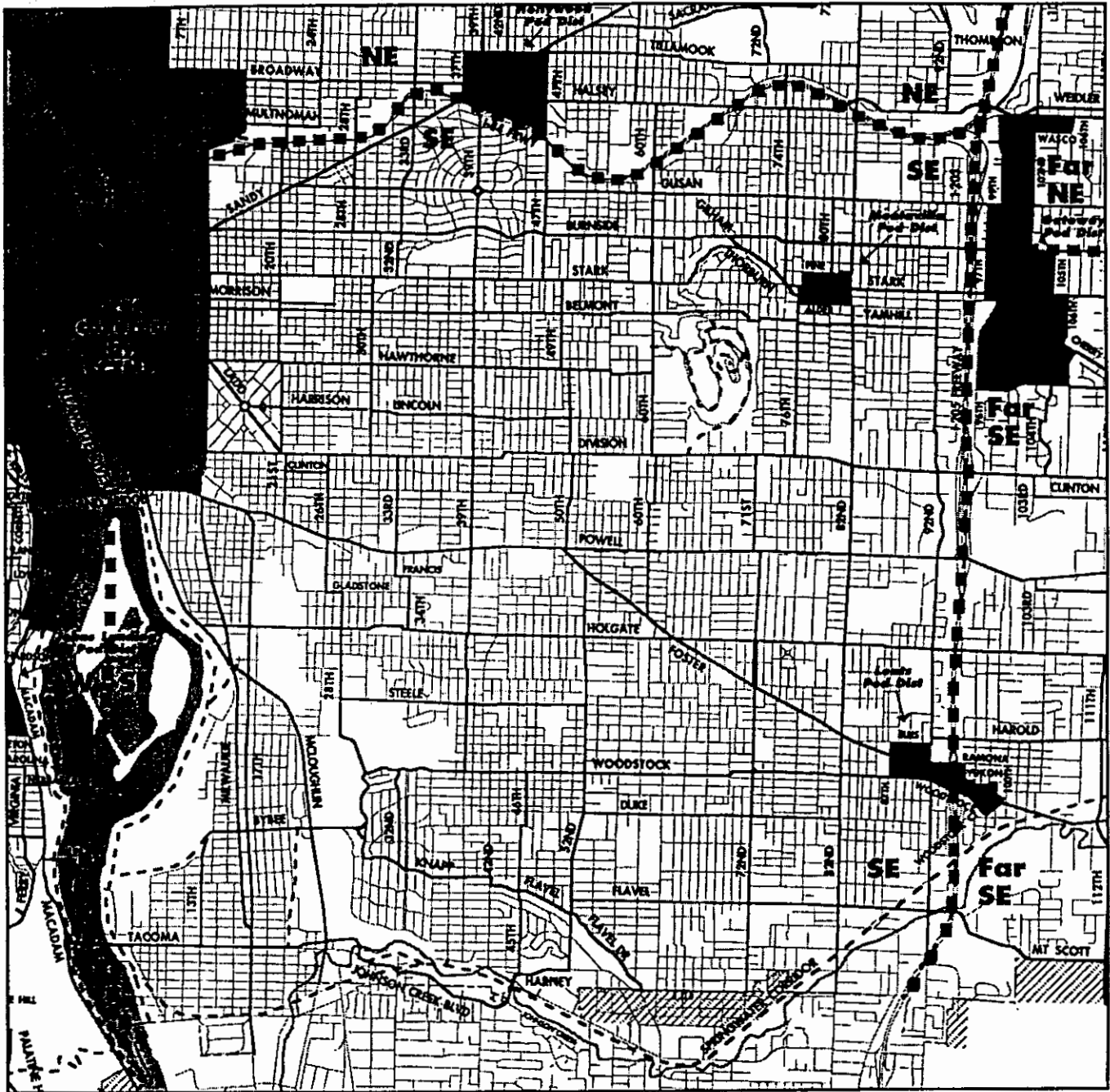
## WALKWAYS

**Pedestrian Districts**: Areas where frequent pedestrian use exists or is intended and where priority is given to pedestrian access and activities in order to make walking the mode of choice for trips within the Pedestrian District. All streets are equal in importance in serving pedestrian trips. A Pedestrian District includes both sides of the streets along its boundaries. Characterized by dense, mixed-use development and transit-supportive residential areas of districtwide or neighborhood importance. In some cases, they may reflect historic development patterns that support frequent pedestrian use. A Pedestrian District should have, or be planned to have, frequent transit service. Auto-oriented uses should be discouraged. The size and configuration should be consistent with the scale of walking trips. Arterial streets should be designed to buffer pedestrians from traffic. Vehicular use of streets may be controlled to enhance the pedestrian environment. Design treatments, such as wide planting strips or street furniture zones, street trees, curb extensions, and on-street parking should be considered. Where two arterial streets cross, design treatment such as curb extensions, median pedestrian refuges, marked crosswalks and traffic signals should be considered to minimize the crossing distance, direct pedestrians across the safest route, and provide safe gaps in the traffic stream. All streets should have sidewalks on both sides.

**City Walkways**: Intended to provide safe, convenient and attractive pedestrian access to activities along major streets, to provide connections between neighborhoods, and to provide access to transit and recreational and institutional destinations. Should provide safe and convenient crossing opportunities for pedestrians. Usually located where there is dense zoning along streets, on streets with commercial zoning, and in and between major activity centers. Where auto-oriented land uses are allowed, site development must address the needs of pedestrians for access. City Walkways have sidewalks on both sides of the street. Design treatments such as landscape strips, street trees and on-street parking shall be considered, consistent with the street's other classifications to buffer pedestrians. Where two City Walkways cross, crossing design should minimize the crossing distance and direct pedestrians across the safest route. Pedestrian crossings should not be prohibited for distances greater than 400 feet. Special design treatments may be considered with main street design treatment designation.

**Local Service Walkways**: Intended to provide safe and convenient access to local destinations such as residential neighborhoods. All streets and rights-of-way not classified as City Walkways, with the exception of Regional Trafficways not also classified as Major City Traffic Streets, are classified as Local Service Walkways. Usually located in residential, commercial, or industrial areas on Local Service Traffic Streets. Most Local Service Walkways should have sidewalks on both sides of the street. Design treatments such as street trees and on-street parking are appropriate. Local Service Walkways in rights-of-way or easements without street facilities should be designed for both pedestrian and bicycle use with hard surfaced materials and adequate width, and should be signed.

**Off-Street Paths**: Intended to serve recreational and other walking trips. May be appropriate in corridors not well served by the street system to create shortcuts that link urban destinations and origins along continuous greenbelts such as rivers, park and forest areas, and other scenic corridors; and as elements of a community or citywide recreational trail plan. Should be designed as separated facilities which accommodate pedestrians and may accommodate other non-motorized travel modes. Railings, barriers and wide sidewalks should be provided on both sides of vehicular bridges. Off-Street Paths should be identified through signing.



### PEDESTRIAN CLASSIFICATIONS

- CITY WALKWAY
- - - OFF-STREET PATH
- PEDESTRIAN DISTRICT
- Area covered by Central City Transportation Management Plan
- N ■ NE TRANSPORTATION DISTRICT BOUNDARY

- - - CITY BOUNDARY
- ▨ UNINCORPORATED MULTNOMAH CO. AND CLACKAMAS CO. AREAS WITHIN PORTLAND URBAN SERVICE BOUNDARY

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## TRUCK ROUTES

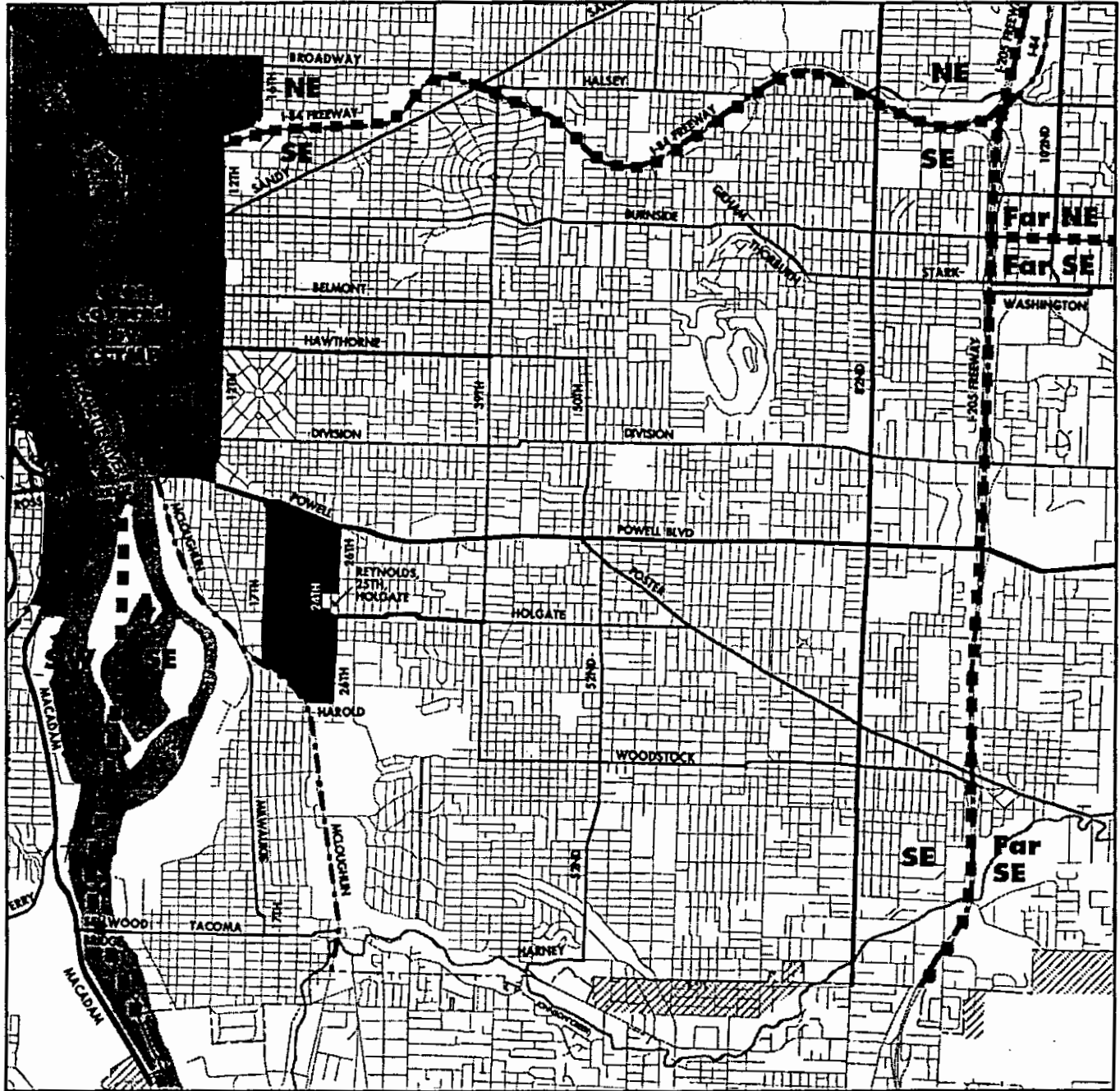
**Truck Districts** : Intended to provide for convenient truck movement in areas serving large numbers of truck trip ends. Truck Districts should include truck terminals and industrial sanctuaries. All streets should be available for use by trucks. Encourage large industrial centers with high truck use and national and international shippers near intermodal facilities. Street improvements in Truck Districts should be designed to serve industrial areas.

**Regional Truck Routes** : Intended to serve truck trips with one or no trip ends in a Transportation District and usually located on Regional Trafficways. Regional Truck Routes serve as access to Truck Districts. Encourage high truck use activities to locate near interchanges with Regional Trafficways. Provide interchanges with Regional Truck Routes to directly serve Truck Districts. Regional Truck Routes should be limited access facilities with design standards to accommodate trucks.

**Major Truck Routes** : Intended to serve truck trips with one or both trip ends in a Transportation District. Major Truck Routes should distribute truck traffic from Regional Truck Routes to Minor Truck Routes. Encourage land uses which attract large numbers of truck trips from inside and outside Transportation District. In new or reconstructed Major Truck Routes, residential uses adjacent to these routes should be buffered from noise impacts where warranted.

**Minor Truck Routes** : Intended to serve truck trips with both trip ends in a Transportation District. Minor Truck Routes should distribute truck trips from Major Truck Routes to Local Service Streets to and from shipping and receiving points. Discourage land uses which require high truck use, such as regional truck terminals, from locating on Minor Truck Routes. Discourage nonlocal truck trips from using Minor Truck Routes.

**Local Service Streets** : Intended to serve local circulation, access, and service requirements for truck movements. Major sources of truck traffic should be discouraged from using Local Service Streets as their primary access. The design of Local Service Streets should correspond directly to the land use and the level of trip generation of land uses located along the street. Local Service Streets should give preference to accessing individual properties and the specific needs of property owners and residents along the street.



**TRUCK CLASSIFICATIONS**

- REGIONAL TRUCK ROUTE
- MAJOR TRUCK STREET
- MINOR TRUCK STREET
- TRUCK DISTRICT
- Area covered by CCTMP
- TRANSPORTATION DISTRICT BOUNDARY

- CITY BOUNDARY
- ▨ UNINCORPORATED MULTNOMAH CO. AND CLACKAMAS CO. AREAS WITHIN PORTLAND URBAN SERVICE BOUNDARY

▲ NORTH  
 0.5 MILE SCALE

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Portland General Electric: Page 54.

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## Glossary of Terms

This glossary provides definitions for an alphabetical list of specialized terms. Sources for term definitions are given when the definitions were taken from adopted public documents.

### **Action Charts:**

The charts developed in neighborhood plans to list actions for implementation of the policies and objectives, along with a time frame and the names of implementing agencies. Action charts are adopted by resolution.

### **Alternative Zoning Concepts:**

Stylized depiction of possible patterns of development which take into account the city's goals and policies. The concepts are designed to initiate a public discussion of community preferences and appropriate locations for zoning designations which balance the area's growth and livability. They are not intended to be plans, but rather possible patterns from which the community can pick and choose elements which work best in a particular location.

### **Auto-Oriented Development:**

Development which is designed with an emphasis on customers who use autos to travel to the site, rather than those which have an emphasis on pedestrian customers. This type of development usually has more than the minimum required number of parking spaces. The main entrance is oriented to the parking area. In many cases, the building will have parking between the street and the building. Other typical characteristics are blank walls along much of the facade, more than one drive-way, and a low percentage of the site covered by buildings.

*Source: Auto-Accommodating Development, Source: Portland Zoning Code, Section 33.910.030*

### **Bureau of Planning:**

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

*Source: Portland Comprehensive Plan*

### **Charrette:**

A charrette was a common method for French architecture students to receive feedback and make revisions to their projects. Since many of projects were quite bulky, they were transported in "little carts". In contemporary English usage a charrette means any intensive work session in which planning or design issues are discussed. A charrette can last anywhere from a few hours to a couple of days. It is comprised of individuals that come together to find alternative solutions for a specified problem. The term is also

used more broadly to describe any "brain-storming" session. In this document, the term refers to a workshop held to discuss planning issues and develop a map of community preferences.

**Citizen Advisory Committee (CAC):**

A panel of citizens appointed by the Commissioner in Charge of the Bureau of Planning to act as advisors to the Bureau of Planning and the Planning Commission.

**Comprehensive Housing Affordability Strategy (CHAS):**

A joint strategy of the city of Portland and Multnomah County for providing a variety of different housing choices for a range of income levels, especially low income.

**Comprehensive Plan:**

The current adopted Comprehensive Plan of the city of Portland.

*Source: Portland Zoning Code, Section 33.910.030*

A comprehensive plan is a generalized, coordinated land use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs. The term "comprehensive" means all-inclusive, both in terms of the geographic area covered and functional and natural activities and systems occurring in the area covered by the plan. The term "general nature" means a summary of policies and proposals in broad categories and does not necessarily indicate specific locations of any area, activity or use. A plan is "coordinated" when the needs of all levels of governments, semi-public and private agencies and the citizens of Oregon have been considered and accommodated as much as possible. The term "land" includes water, both surface and subsurface, and the air.

*Source: Oregon Revised Statutes (ORS) 197.015 (5);*

The Comprehensive Plan of the city of Portland, was adopted in 1980 and is continuously updated. It includes District Plans and Neighborhood Plans. The city's Zoning Code is a major implementation tool of the Comprehensive Plan, but it is not a part of the plan.

- District (Community) Plans - Multi-neighborhood plans that encompass a large area and address land use and related issues in a single planning and implementation study.
- Neighborhood Plans - Individual neighborhood plans that seek to preserve and reinforce stability and diversity and improve the city's residential quality and economic vitality.

- Area Plans (e.g. Sub-area Studies) - May be undertaken in industrial/commercial areas in response to development activity.

*Source: Transportation Element of the Portland Comprehensive Plan*

**Comprehensive Plan Land Use Designation Map:**

The Comprehensive Plan Map designates the zoning for the entire city of Portland. These designations set forth zoning that complies with the needs for future development in Portland. Zoning and Comprehensive Plan Map designations are the same on most properties. When there is a difference, the Comprehensive Plan Map designation is of a greater intensity or higher density. In these situations an applicant may seek a zone change in compliance with the Comprehensive Plan Map. The request is approved if services to the site are adequate to support the more intensive use.

**Density:**

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

*Source: Portland Comprehensive Plan*

**Design Guidelines:**

A set of design criteria for development that apply within a Design "d" overlay zone. The guidelines are adopted public statements of intent and are used to evaluate the design acceptability of a project. There are design guideline documents developed to address the special design characteristics of different areas of the city. Examples: Central City Design Fundamentals and Albina Community Plan Design Guidelines.

**Downzoning:**

A change from the current zoning classification of land to reduce the intensity or density of development permitted. The opposite is upzoning.

*Source: Portland Comprehensive Plan*

**Economic, Social, Energy, and Environmental (ESEE) Analysis:**

A type of analysis which is used to help determine if a historic or other environmental resources should be protected. The analysis examines competing values to determine what the controlling value should be for the individual resource being examined. The analysis considers economic, social, energy, and environmental values. For purposes of the ESEE analysis, historic preservation is considered to be an environmental value.

*Source: Portland Zoning Code, Section 33.910.030*

**Environmental Impact Statement (EIS):**

The National Environmental Policy Act (NEPA) of 1970 requires that all governmental agencies and licensees must document the probable effects on the environment when undertaking new construction. An EIS is the form of documentation required by NEPA when it is determined that a project will

result in significant adverse impact on the environment. An EIS is a requirement for all projects built with federal funds.

**Geographical Information System (GIS):**

An information system that is designed to work with data referenced by specific location or geographic coordinates. It is a database system with specific capabilities for spatially referenced data. GIS provides specific information to planners in map form.

**Historic District:**

An area containing a number of lots, blocks and buildings that has special historical, architectural or cultural significance as part of the heritage of the city. In Portland, these districts are identified by the Historical Landmarks Commission.

*Source: Portland Comprehensive Plan*

**Housing Capacity (Theoretical):**

The theoretical housing capacity of an area reflects the number of housing units which could be built given some economic and non-site specific constraints. These constraints include:

- A market factor—the need for choices in the land market, and
- An underbuild factor—an allowance for fewer units being developed on each site than is allowed by code.

This number does not predict the number of housing units that can or will be built. It is for comparison between different development patterns only. It does not take into account site-specific constraints, such as lot configuration, existing improvement values and environmental constraints.

**Industrial Sanctuary:**

The industrial sanctuary designation is intended for areas where city policy is to reserve land for existing and future industrial development. A full range of industrial uses are permitted and encouraged. Non-industrial uses are limited to prevent land use conflicts and to preserve land for industry. The corresponding zones are General Industrial 1 (IG1), General Industrial 2 (IG2), and Heavy Industrial (IH).

*Source: Portland Comprehensive Plan*

**Infill:**

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

*Source: Portland Comprehensive Plan*

**Infrastructure:**

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

*Source: Portland Comprehensive Plan*

**Institutional Residential (IR):**

A zoning designation applied to institutional campuses that establishes regulations for institutions. The IR designation is intended for large institutional campuses that serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. The designation and zone are intended to foster the growth of the institution while maintaining the livability of surrounding residential neighborhoods. Should the property not be needed by the institution or facilities related to the institution it may be developed, as a matter of right, for multi-dwelling residential development under the regulations in the R1 zone.

**Intensity:**

The type or level of such things as traffic; pedestrian activity, number and height of structures or noise generated by a land use. The more activity, the greater the intensity of use.

*Source: Portland Comprehensive Plan*

**Land Use:**

The way in which land is used. Land use is generally described in terms of such things as the size of the lot, the size and location of the structure on the lot and the activities that take place within the structure. Activities not directly associated with land, such as housing construction, population growth, traffic flow and job development are influenced by the way land is used.

*Source: Portland Comprehensive Plan*

**Land Use Inventory:**

A record which describes how a site is used. Land use is generally described in terms of such things as the size of the lot, the size and location of the structure on the lot, and the activities that take place within the structure.

**Light Rail Line:**

A public rail transit line that usually operates at grade level and that provides high capacity, regional level transit service. A light rail line is designed to share a street right-of-way although it may also use a separate right-of-way. Existing and future light rail lines are designated on the Regional Transitways Map in the Arterial Streets Classification Policy. Low capacity, district level, or excursion rail transit service, such as a vintage trolley line, is not included.

*Source: Portland Zoning Code, Section 33.910.030*



**Livable City:**

A city strategy to attract a portion of the expected growth to locate within the city. Livable City promotes four growth principles as viable ways to revitalize and intensify Portland's neighborhoods while maintaining livability. The four growth principles:

- Central City,
- Transit Stations,
- Main Streets, and
- Neighborhood Infill

describe different ways to accommodate growth.

*Source: Transportation Element of the Portland Comprehensive Plan*

**Metropolitan Service District (METRO):**

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

*Source: Portland Comprehensive Plan*

**Mixed-Use:**

The combination on a site of residential uses with commercial or industrial uses.

*Source: Portland Zoning Code, Section 33.910.030*

**Multimodal:**

Having a variety of modes available for any given trip, such as being able to walk, ride a bicycle, take a bus, or drive to a certain destination. In a transportation system, it means providing for many modes within a single transportation corridor.

*Source: Transportation Element of the Portland Comprehensive Plan*

**Nonconforming Development:**

An element of a development, such as a setback, height, or parking area, that was created in conformance with development regulations but which subsequently, due to a change in the zone or zoning regulations, is no longer in conformance with the current applicable development standards.

Nonconforming development includes development that is over a maximum allowed amount of floor area, as long as the development does not include an amount of floor area that is specifically prohibited by the current development standards.

*Source: Portland Zoning Code, Section 33.910.030*

**Nonconforming Residential Density:**

A residential use that is an allowed use in the zone and that was constructed at a lawful density, but which subsequently, due to a change in the zone or zoning regulations, now has greater density than is allowed in the zone.

*Source: Portland Zoning Code, Section 33.910.030*

**Nonconforming Use:**

A use that was allowed by right when established or a use that obtained a required land use approval when established, but that subsequently, due to a change in the zone or zoning regulations, the use or the amount of floor area of the use is now prohibited in the zone.

*Source: Portland Zoning Code, Section 33.910.030*

**Overlay Zones:**

Overlay zones a special "supplementary" restrictions on the use of land beyond the requirements in the underlying zone. A parcel of land may have more than one overlay zone.

*Source: Portland Comprehensive Plan*

**Pedestrian-Oriented Development:**

Development which is designed with an emphasis primarily on the street sidewalk and on pedestrian access to the site and building, rather than on auto access and parking areas. The building is generally placed close to the street and the main entrance is oriented to the street sidewalk. There are generally windows or display cases along building facades which face the street. Typically, buildings cover a large portion of the site. Although parking areas may be provided, they are generally limited in size and they are not emphasized by the design of the site.

*Source: Portland Zoning Code, Section 33.910.030*

**Planning Benchmarks:**

Benchmarks are standards that define targeted outcomes and measure progress toward them.

**Portland City Council:**

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

*Source: Portland Comprehensive Plan*

**Portland City Planning Commission:**

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

*Source: Portland Comprehensive Plan*

**Region 2040 Growth Concept:**

A concept that establishes a general policy direction for managing growth in the metropolitan region through the year 2040. It states the preferred form of the regional growth and development, including where and how much the urban growth boundary (UGB) should be expanded, what densities should characterize different areas, how to protect open spaces and natural resources, and how to maintain air and water quality. The growth concept was adopted

by the METRO Council in December 1994 and will serve as a guide for developing the 2040 Framework Plan.

**Region 2040 Framework Plan:**

This plan is mandated by the voter-approved 1992 METRO Charter. Its focus is to develop strategies for implementing the Region 2040 Growth Concept. The plan will develop performance standards and model ordinances for local governments to meet. Provisions of the regional Framework Plan may require changes in local comprehensive plans that will be adopted as part of the Functional Plan. The latest discussion draft of this plan is dated May, 1997. The METRO Charter requires final adoption by December 31, 1997.

**Region 2040 Growth Concept Design Types:**

A common set of regional "design types" used to describe the Region 2040 Growth Concept and illustrate it in the form of a map. The design types that are referred to in the discussion of the *East Portland Community Plan* are described below.

CENTERS: Concentrations of employment and housing that provide access to a variety of goods and services, creating an intense business and social climate. The growth concept recognizes three types of centers, distinguished by size and accessibility.

- Central City: The downtown and adjacent portions of Portland that serve as a major business, employment, social, and cultural hub for the metropolitan region. It is the center for the local, regional, state, and federal governments, financial institutions, commerce, the center of arts and culture, and visitors to the region.
- Regional Centers: (Not applicable to the EPCP study area. Examples include traditional centers such as downtown Gresham and new centers such as Clackamas Town Center).
- Town Centers: Serving tens of thousands of people, these are areas of mixed residential and commercial use with transit service. They provide local shopping and employment opportunities within a local market area and will be designed to provide local retail and services. Within the EPCP boundary the Hollywood area is designated a Town Center.

STATION COMMUNITIES: Nodes of housing and employment development centered around a light rail or high capacity transit station that feature a high quality pedestrian environment. They provide for the highest density other than that found in the regional centers. The station community encompasses an area approximately one half mile from a station stop. Within the EPCP area the 60th Avenue MAX station area is designated a Station Community.

**MAIN STREETS:** Neighborhood shopping areas along a main street or at an intersection, sometimes having a unique character that draws people from outside the area. Within the EPCP study area, portions of Sandy, Burnside, Belmont, Hawthorne, Division, Woodstock, Tacoma, Milwaukie, and 50th are designated Main Streets.

**CORRIDORS:** Key transportation routes for people as well as goods. Corridors are not as dense as main streets and are located along good transit lines. Corridors may be laid out in a linear or circular pattern. Each provides an opportunity for densities that are somewhat higher than today and features a high quality pedestrian environment and convenient access to transit. Within the EPCP study area, portions of Sandy, Burnside, Belmont, Hawthorne, Division, Powell, Holgate, 17th, and McLoughlin are designated as Corridors.

**NEIGHBORHOODS:** Residential neighborhoods are a key component of the *Region 2040 Growth Concept* and fall into two basic categories.

- **Inner Neighborhoods:** Areas in Portland and other older suburbs that are primarily residential, close to employment and shopping areas, and have small lot sizes of about 5,720 square feet and higher population densities than outer neighborhoods.
- **Outer Neighborhoods:** (Not applicable to the East Portland Plan. Areas in the outlying suburbs such as Forest Grove, and Sherwood, that are primarily residential, farther from employment and shopping areas, and have larger lot sizes of about 7,560 square feet and lower population densities than inner neighborhoods).

**EMPLOYMENT AREAS:** Areas set aside for industrial activities and other supporting uses as well as mixed use employment and residential areas with convenient transportation access.

**Region 2040 Urban Growth Management Functional Plan:**

The Urban Growth Management Functional Plan establishes specific actions local governments must take to adhere to regional growth management policies. The functional plan is the first regional planning tool that has behind it the force of law. The functional plan, when refined and approved by the METRO Council, will require local governments to change some of their ordinances to address specific issues such as: growth targets, parking policies, employment and industrial areas, transportation accessibility, housing affordability and water quality. METRO has been working with local governments for the past year and a half to write the functional plan. Also, as part of the proposed functional plan, a series of performance measurements are being developed, which would allow METRO and its local partners to determine how they are doing in adhering to the Region 2040 Growth Concept. The METRO Council adopted the Urban Growth Management

Functional Plan by Ordinance 96-647C on November 21, 1996. Local governments will have until February of 1999 to implement the requirements of the functional plan.

**Regional Transportation Plan (RTP):**

The Portland metropolitan area 20-year transportation framework plan, developed by regional consensus and managed by METRO.

*Source: Transportation Element of the Portland Comprehensive Plan*

**Southeast Uplift:**

A Neighborhood Coalition Office that assists 22 neighborhoods located in Southeast Portland. It receives funds and grants from various agencies and organizations to assist neighborhoods with activities including planning projects.

**Springwater Corridor:**

The Springwater Corridor is a recreational corridor along a former railroad right-of-way. It stretches from Tideman Johnson Park in the EPCP area to the city of Boring.

**Standard Metropolitan Statistical Area (SMSA):**

A United States Census Bureau term describing a geographic area consisting of one or more cities of 50,000 population or more and the contiguous counties which are economically and socially integrated with the county containing the central city. Portland is the central city for the SMSA consisting of Multnomah, Washington and Clackamas counties in Oregon and Clark County in Washington.

*Source: Portland Comprehensive Plan*

**Statewide Planning Goals and Regulations:**

The goals constitute the framework for a statewide program of land use planning. There are Statewide Policies on land use, resource management, economic development, and citizen involvement. There are 19 goals: Goal 1: Citizen Involvement; Goal 2: Land Use Planning; Goal 3: Agricultural Land, Goal; 4: Forest Land; Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources; Goal 6: Air, Water and Land Resources Quality; Goal 7: Areas Subject to Natural Disasters and Hazards; Goal 8: Recreational Needs; Goal 9: Economic Development; Goal 10: Housing; Goal 11: Public Facilities and Services; Goal 12: Transportation; Goal 13: Energy Conservation; Goal 14: Urbanization; Goal 15: Willamette River Greenway; Goal 16: Estuarine Resources; Goal 17: Coastal Shorelands; Goal 18: Beaches and Dunes; and Goal 19: Ocean Resources.

**Technical Advisory Committee (TAC):**

A group of representatives from the city bureaus and other local public and private agencies that review proposed plan policies and actions. They also

provide information on which plan alternatives are most likely to facilitate the orderly and efficient provision of infrastructure and services.

**Transit Center:**

A location where a number of transit lines converge for the purpose of transferring from one line to another or for accessing a number of potential lines. Transit centers may include park-and-ride facilities.

*Source: Transportation Element of the Portland Comprehensive Plan*

**Transit-Oriented Development (TOD):**

A mix of residential, retail, and office uses and a supporting network of roads, bikeways and walkways focused on a major transit stop and designed to support a high level of transit use. The key features of transit-oriented development include:

- A mixed-use center at the transit stop, oriented principally to transit riders and pedestrian and bicycle travel from the surrounding area;
- High-density residential development proximate to the transit stop sufficient to support transit operation and neighborhood commercial uses within the TOD;
- A network of roads, bikeways and walkways to support high levels of pedestrian access within the TOD and high levels of transit use;
- A lower demand for parking than auto-oriented land uses.

*Source: Transportation Element of the Portland Comprehensive Plan*

**Transportation Demand Management:**

Actions which are designed to change travel behavior in order to reduce single-occupant vehicles, improve performance of transportation facilities, and reduce the need for additional road capacity. Methods may include, but are not limited to, the use of alternative modes, ridesharing and vanpool programs, parking management, and trip-reduction ordinances.

*Source: Transportation Element of the Portland Comprehensive Plan*

**Transportation Element (TE):**

The Transportation Element is a set of policies, street classifications and descriptions, definitions, and implementation directives which guide transportation activities in Portland, most elements of which are adopted as part of the Comprehensive Plan.

*Source: Transportation Element of the Portland Comprehensive Plan*

**Transportation Planning Rule (TPR):**

The TPR is a state administrative rule that requires all jurisdictions in Oregon to reduce the amount of vehicle miles traveled by 20% over the next 30 years.

**Transit Street:**

Under the TPR, any street that has public transit service with peak hour headways of 20 minutes or less is a transit street.

**Transportation System Plan (TSP):**

The Transportation System Plan is a state mandated amendment to Portland's Comprehensive Plan which must be completed by the end of 1998. When completed, the TSP will describe a complete transportation system for Portland, including modal plans for pedestrians, bicycles, public transit, and automobiles; transportation demand management; and system management for air, rail, water and pipeline transportation and for parking. The TSP will be based on the regional transportation system as established by METRO's updated Regional Transportation Functional Plan.

**Upzoning:**

A change from the current zoning classification of land to increase the intensity or density of development permitted. The opposite is downzoning.

*Source: Portland Comprehensive Plan*

**Urban Growth Boundary (UGB):**

A line which delineates the future development of the urban area. Within the boundary, all the facilities and services necessary for urban development will be provided; outside the boundary, service extensions will be restricted and development restricted in intensity. Statewide Planning Goal 14 requires all incorporated cities in Oregon establish such urban growth boundaries.

*Source: Portland Comprehensive Plan*

**White Paper:**

A research paper which examines an issue or discusses methodologies or best practices. A white paper is prepared by staff to provide information to policy makers. It is not intended for adoption by a public body.

**Zoning:**

In general, the demarcation of a city by ordinance into zones and the establishment of regulations to govern the use of the land and the location, bulk, height, shape, use and coverage of structures within each zone.

*Source: Portland Comprehensive Plan*