

RECOMMENDED SELLWOOD-MORELAND NEIGHBORHOOD PLAN

Where are we in the Process?

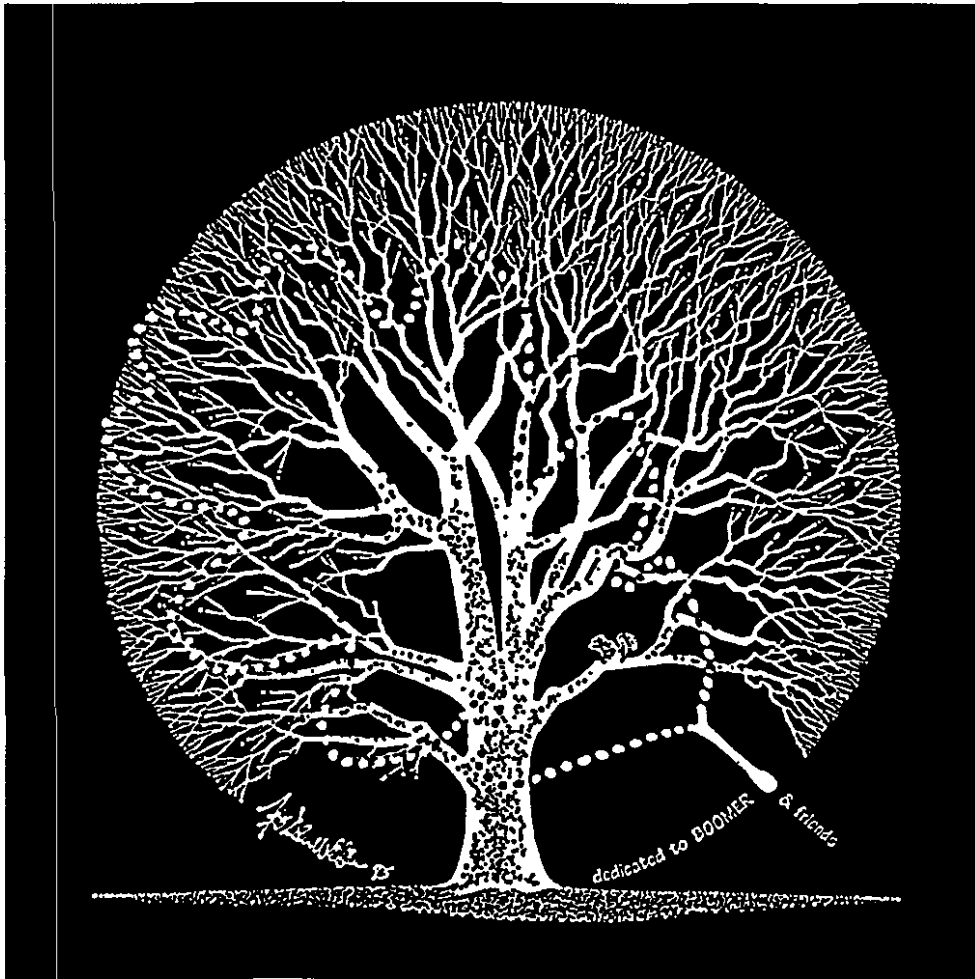
1993		1996		1997								1998					
	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan
a	b	c	d				e			f			f	g	h	i	j

What do the letters mean?

a	Start plan process (1993)	g	Planning Commission Recommended Plan available October 6, 1997
b	September Discussion Draft	h	<i>Hearing before City Council November 5, 1997</i>
c	October Discussion Draft	i	<i>Adoption of Plan</i>
d	SMILE- Adopted Plan 11/6/96 --- Plan	j	<i>Plan becomes effective</i>
e	3/5/97 ---- Zoning		
f	Hearing before Planning Commission -- June 24, 1997 and September 9, 1997		



City of Portland
 Bureau of Planning
 Portland, Oregon
 October 1, 1997



SELLWOOD MORELAND NEIGHBORHOOD PLAN

Proposed by SMILE Neighborhood

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Ordinance #_____

I.

INTRODUCTION

The Purpose of the *Sellwood-Moreland Neighborhood Plan*

Residents began the neighborhood plan effort because of growing concerns about quality of life issues and the neighborhood's future. Topics such as regional population growth, planning efforts for south-north light rail in the McLoughlin corridor, possible replacement of the Sellwood Bridge, declining housing affordability, and impacts related to traffic all contributed to a desire to act. Sellwood-Moreland residents made a commitment to direct change in positive ways by developing a neighborhood plan.

In addition to articulating the neighborhood's preferences for accommodating growth and redevelopment, this plan represents the neighborhood's position on issues that will affect its future. The plan's policies and objectives are based on the values that evolved from our community planning process. These values are:

- To maintain the small-town character of the Sellwood-Moreland neighborhood, by retaining its historic commercial buildings and houses.
- To increase the vitality of commercial areas, encourage the provision of neighborhood services, and preserve the neighborhood's pedestrian scale and character.
- To preserve the natural areas and greenspaces around and within the neighborhood, and to encourage residents to enjoy and enhance these abundant resources.
- To ensure that the neighborhood is a safe place for all ages, with attractive public streets and parks that encourage community interaction.

Plan Organization

The *Sellwood-Moreland Neighborhood Plan* consists of several parts. They are the introduction; background; vision statement; neighborhood goals; policies, objectives and action charts; neighborhood advocacy agenda [not endorsed by the City]; and appendix. The vision statement, policies and objectives will be adopted by ordinance. The action charts will be adopted by resolution. Resolutions are advisory to decision-makers and do not have the force of law. Other portions of the plan will be used by the Sellwood-Moreland Improvement League (SMILE, the recognized neighborhood association) as part of its implementation efforts.

The **Introduction** explains the purpose and organization of the neighborhood plan.

The **Background** section describes the neighborhood, the neighborhood association and relationships to other plans or regulations. This material is for the reader's information. None of it will be adopted or made part of Portland's *Comprehensive Plan*.

The **Vision Statement** contains the aspirations of the current residents of Sellwood-Moreland for the future. The vision provides a standard against which to measure the plan's success. Following the vision discussion is the goal. This goal ties the *Sellwood-Moreland Plan* to Portland's adopted *Comprehensive Plan*, making the plan and its five policies a part of the *Comprehensive Plan*. The vision and the goal are adopted as part of the *Portland Comprehensive Plan* by ordinance.

Policies and Objectives provide guidance to decision-makers. They will be adopted as part of the *Portland Comprehensive Plan* by ordinance. This section addresses the following themes: neighborhood and subarea character and identity; the environment and greenspaces; transportation; community services; and public safety and crime prevention.

Action Charts specify projects and programs that carry out Sellwood-Moreland policies and objectives. They are assigned a time frame and possible champion, or implementor, to carry them out. Action charts will be adopted by resolution, which means they do not have the force of law.

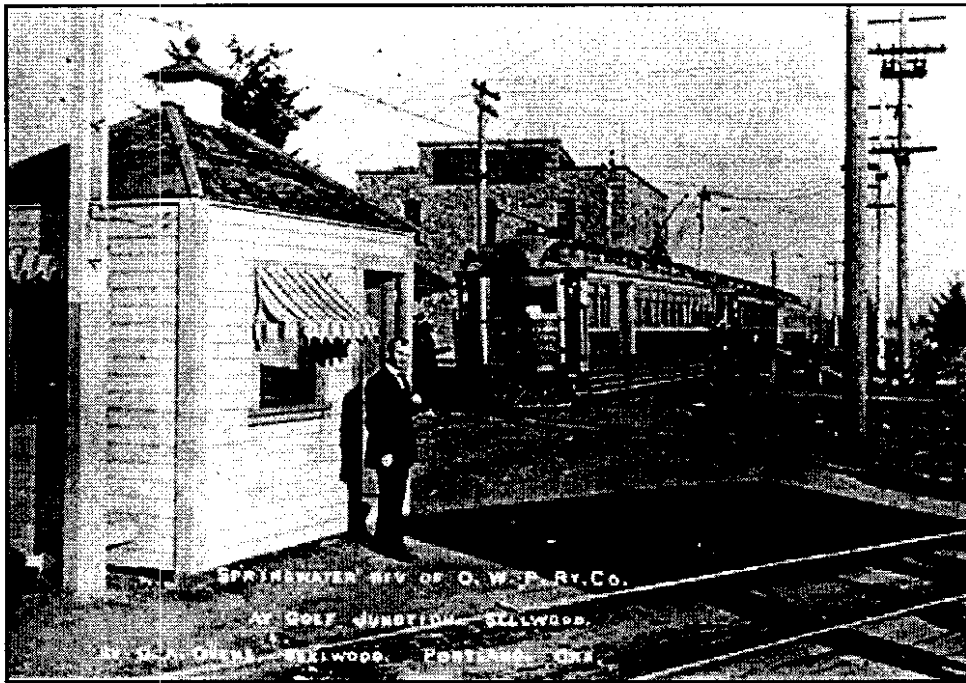
The **Appendix** contains technical information such as abbreviations, historic inventories, census data, a glossary and a bibliography.

II.

BACKGROUND

Settlement, Transportation and Architecture

Geography and transportation were the two factors most responsible for the development of Sellwood and, later, Westmoreland. The earliest settlement of Sellwood was adjacent to Willamette River transportation, and at Johnson Creek, which powered two early sawmills. As street railway transportation became available in the 1890s, homes and businesses were built in proximity to these routes. In the mid-1920s, increased ownership of automobiles and the construction of the Ross Island and Sellwood Bridges boosted the development of Westmoreland.



Golf Junction, SE 13th Avenue between Linn and Ochoco Streets, circa 1920.

Located three miles south of downtown Portland, the neighborhood is situated on the east bank of the Willamette River near the southern tip of Ross Island. According to its 1882 plat map, its original boundaries were the river (west), Ochoco (south), 19th Avenue (east), and Miller Street (north). However, when the City established the boundaries of the neighborhood in the 1970s, they were expanded to include Westmoreland, a primarily 1920s area which lies to the northeast of Sellwood. Official boundaries of this combined neighborhood are the Willamette River, Ochoco Street, and McLoughlin Boulevard to the north and east. Also included is 45-acre Garthwick, a 1920s era neighborhood, situated just south of Ochoco Street between SE 17th and 13th Avenues.



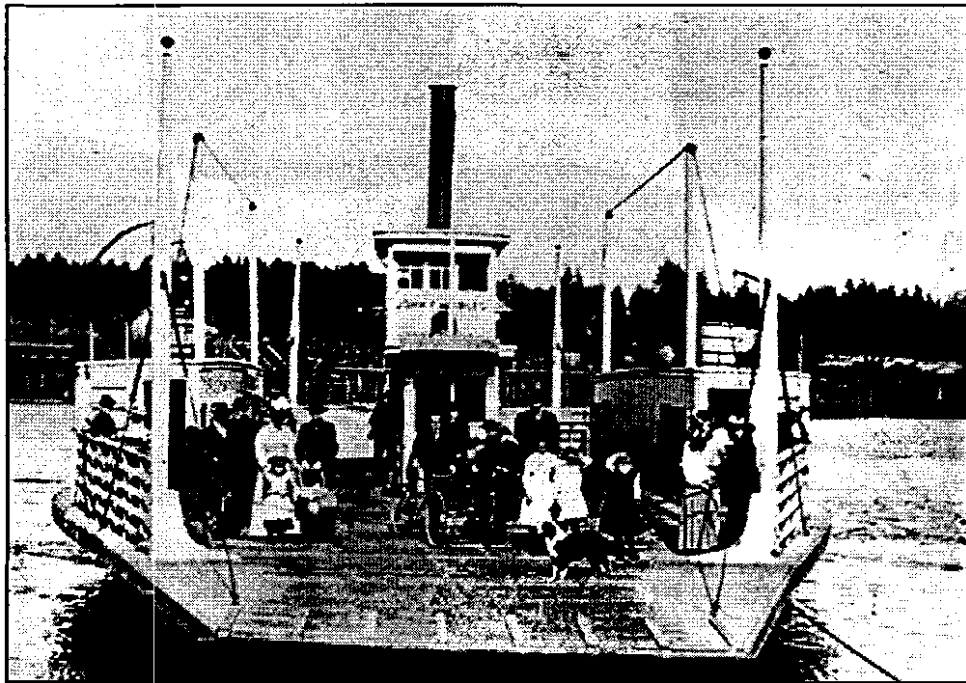
Intersection of 13th and Tacoma (looking north on 13th), circa 1946.

The neighborhood is currently pursuing an extension of neighborhood boundaries to include all of the east bank of the Willamette River and Ross Island.

It should be noted that the small community of Willsburg was located just east of Sellwood, in the vicinity of present-day Tacoma Street and McLoughlin Boulevard. It was platted in 1869 and was 16 blocks in size. In 1848 George Wills arrived over the Oregon Trail and claimed 80 acres at Johnson Creek, on which he operated a saw mill. Willsburg was eventually a stop on the Oregon & California Railroad (later Southern Pacific), with its own post office, school and several homes. It was also the location of the Gabriel Shindler Furniture Company (1872-1896), and later the Oregon Worsted Company.

The neighborhood 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 moorages, the Oaks Bottom wildlife area, a community center, Boys & Girls Club, a branch library, many churches, fraternal lodges, a movie theater, and three business districts.

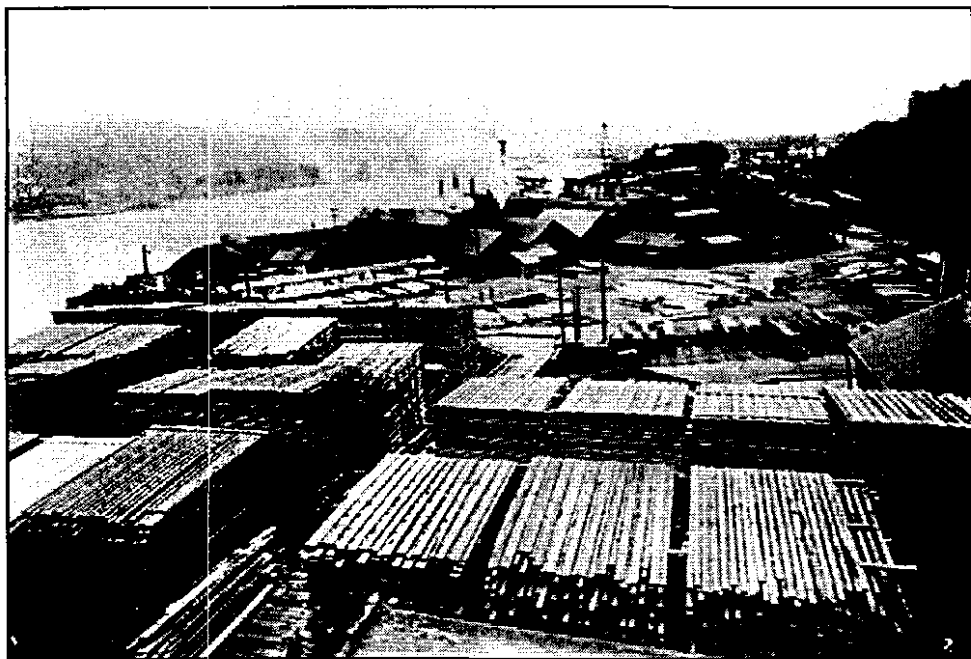
The 1920s era Westmoreland business district stretches for several blocks along Milwaukie Avenue, with its center at Bybee Boulevard. It provides a mix of service-oriented businesses for local residents (grocery, hardware and variety stores, dry cleaners, shoe repair, two banks, medical and dental offices) and visitors (restaurants, antique shops). The business district in Sellwood, developed between the 1880s and early 1900s, extends along 13th Avenue with its center at Umatilla Street. Many of the older storefronts remain on 13th with the exception of a grocery store, laundromat, and several restaurants. Antique shops account for most of the businesses in the district. The neighborhood's third business district is situated on 17th Avenue near Tacoma Street. It includes restaurants and video stores, auto body and repair shops, insurance and law offices, a car wash, and a wooden fence and building painting business, among others. At the eastern margin of the district, between Spokane and Ochoco and McLoughlin and 23rd, there is a small area of light industry. Otherwise, the neighborhood remains primarily residential in character.



Ferry John Caples crossing the Willamette River, approaching landing in the vicinity of present day Staff Jennings. Lumber mill on the east bank is visible in the background, circa 1900.

The History of the Sellwood-Moreland Neighborhood

The earliest white settlers of record in the area arrived over the Oregon Trail in late 1847. In February 1848, Henderson Luelling (Llewellyn), his wife and nine children settled on five acres of slashed timber along the Willamette River. The land, which they had purchased from a man named Wilson, is now part of the south end of Waverley Country Club property. In March the Luellings were joined by their friend and fellow emigrant William Meek. The two men agreed to establish a commercial nursery with the stock brought over the Oregon Trail by Luelling. They also dammed Johnson Creek (at approximately Hwy. 224) and built a sawmill. The Luelling-Meek nursery business was a success and the partners soon began selling fruit trees.



East side lumber mill, looking north from Sellwood Bridge, circa 1925.

In May 1866, the Rev. John Sellwood purchased 321 acres from the Luelling heirs. Rev. Sellwood, in turn, sold this land to the Sellwood Real Estate Company in 1882. It was only after May 28, 1882, when the company filed incorporation papers, that the area came to be known as "Sellwood."

Although an *Oregonian* article of April 1887 stated that the Sellwood tract was "in a condition of nature" and was "virgin soil," settlement and building was already underway in the area. Before 1859, Arthur Miller "had charge of a 2 and a half acre apple orchard on the bluff overlooking The Oaks."

By early 1877 the farm of P.J. Martin on the bluff above Ross Island was producing apples. There was also a settlement at Willsburg, where employment was available at

the Shindler Furniture Company. In any case, the Sellwood Real Estate Company began clearing the trees and selling house lots very quickly; by 1885 the population of Sellwood was put at 500.

Early Sellwood (1848-1892) developed east from the banks of the Willamette River and near the Milwaukie Road. Transportation to and from the community was via the river by ferry, steamboat and launch. Passage was readily available to the Macadam Road and downtown Portland from landings at the foot of Umatilla and Spokane Streets. The riverbank was the site of many houseboats as well. Although there was good transportation in and out of Sellwood, it was a largely self-contained community for many years.



Store on the southeast corner of SE 13th Avenue and Tacoma Street, circa 1915.

By April 1887, Sellwood had three stores, one church, a school and almost 100 homes. In 1890 it had two hotels, three shoemakers, two grocers, a blacksmith, bookbinder, bookkeeper, two saloons, a druggist, dressmaker and its own brewery. Many business owners lived above or behind their shops. Sellwood had no attorneys, architects, doctors, dentists, clothing stores or banks. Presumably residents took a boat, or later, a streetcar, to Milwaukie or Portland to obtain these goods and services.

In the late 1880s and early 1890s new businesses were developed in Sellwood which provided employment to community residents. The Sorenson & Young Saw and Planing mill began operating at the foot of Spokane Street in 1885. It continued until 1900 when it became the East Side Lumber Mill, which lasted until the mid-1930s. South of the mill was a box factory and the Oregon Door Company, which manufactured doors, sash and moldings. At the foot of Marion Street was the Bissinger

& Company wool warehouse. Other jobs were available at Willsburg in the furniture factory.

The Milwaukie Road (Milwaukie Avenue) laid out by Benjamin Stark and William Pettygrove in the mid-1840s, was used primarily as a wagon road until the early 1890s. By 1870 the Oregon & California Railroad (later Southern Pacific) was running steam trains on its tracks at the easternmost edge of Sellwood, with a stop at Willsburg. This provided transportation from Portland to Salem and beyond.



Sellwood furniture store on the southeast corner of SE 13th Avenue and Tacoma Street, modernized by the Shaw Family (new owners), circa 1948.

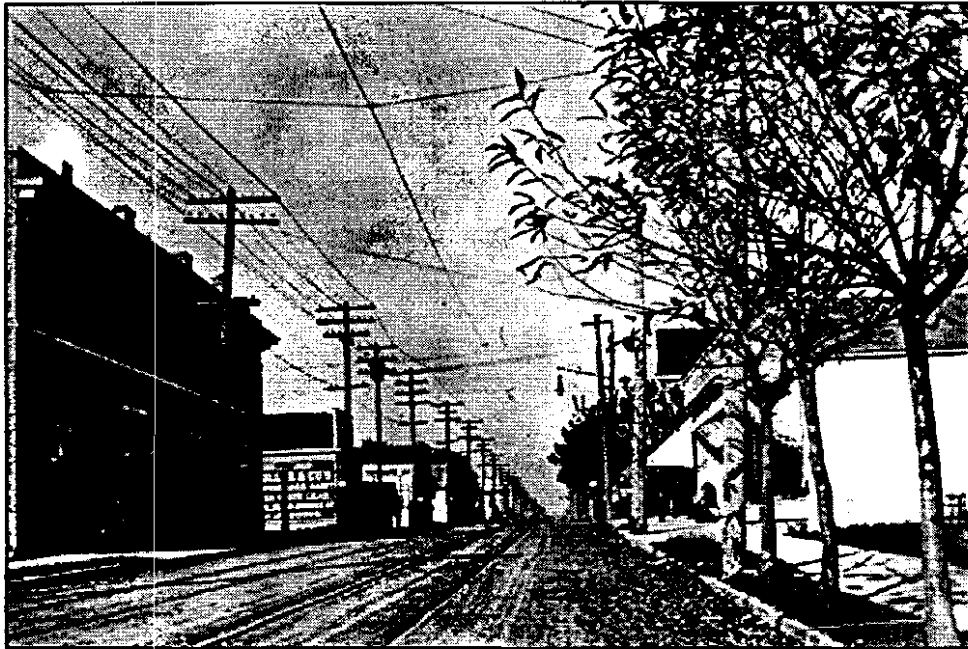
Although Sellwood had been well served by water transportation for almost 40 years, steam and electric street railways were being rapidly developed. One of the primary reasons for the sudden surge of population in Sellwood (from 800 in 1890 to 1,800 in 1893) was the arrival in 1892 of electric railway service.

The first downtown bridge across the Willamette River opened in 1887. In May 1891, the City of Sellwood was granted a franchise to bring the East Side Railway Company line to the neighborhood. In spring of 1892, the company promised to extend its line to Sellwood if it were granted a "subsidy" by the city. The subsidy was raised and by June 5, 1892, the line was providing service as far as City View Park in time for the horse-racing season. By late 1892 the cars reached Milwaukie, and by January 1893, there was electric railway service all the way into Oregon City. A City Atlas, circa 1892, shows the Oregon

City Electric Motor Line going south on Milwaukie to Bybee, west on Bybee to 13th and south on 13th to Milwaukie and Oregon City.

Faced with competition from the electric railways, steamboat service began to decline. However, until the opening of the Sellwood Bridge in 1925, a cable ferry continued to transport pedestrians and cars from the foot of Spokane Street to the west side of the Willamette River.

The City of Sellwood was incorporated in early 1887 and its residents elected a five-man city council shortly thereafter. The all-volunteer, citizen government passed a variety of ordinances which dealt primarily with law and order issues such as intemperance, discharge of firearms, regulation of gambling and wandering animals. However, most of the council's attention was focused on establishing a volunteer fire department, locating a reliable source of drinking water and improving the public streets.



Looking north on SE 13th Avenue, between Harney and Umatilla Streets, circa 1910.

The latter task was elementary but time consuming. It required removing stumps and other obstacles from the streets, determining uniform widths for streets and sidewalks, grading the roads (east from the river) and building plank crosswalks and sidewalks.

Between 1882 and 1895 the city grew rapidly. The demands for improvements were too great to be handled piecemeal by a volunteer governing body and in 1893, Sellwood was annexed to the City of Portland.

Although the 1905 Lewis and Clark Fair was located at the other end of the city, preparations for that event did affect Sellwood. The Oregon Water Power & Railway Company (OWPR) established interurban electric railway service along the Willamette River through Oaks Bottom east to Lents in 1904. To encourage increased ridership OWPR constructed the Oaks Amusement Park in Sellwood, which opened in 1905.

Another recreational attraction, although open to members only, was the Waverley Golf Club. Development of the course, just south of the Sellwood city limits at Ochoco Street, began in 1899. The remains of the Luellings' fruit orchards were replaced with putting greens, and at least one, if not several, homes were moved from the golf course and relocated in Sellwood. The houses were some of the few that had been part of the Cambridge Land Company's attempted development of 1890. A stop on the streetcar line at SE 13th and Ochoco was known as Golf Links, or Golf Junction.



Looking south on SE 13th Avenue at Tacoma Street, circa 1946.

In 1905 a power substation for the electric railway lines was constructed at SE 13th near Linn. This intersection marked the end of the electric car line which served Oregon City, Sellwood, Milwaukie, Mt. Scott, Waverley-Richmond and the Woodstock branches. On the east side of 13th are the large street-car barns constructed in 1910. In the same year a two-story brick clubhouse for the workers was built across the street from the car barns. To the south of these structures are several small rooming houses which served as housing for employees of the street-car line.

The years immediately following the Lewis and Clark Fair, 1905 to 1913, were years of rapid expansion and growth in Portland, including Sellwood. Several important cultural and recreational institutions arrived in 1910: Sellwood Park was acquired by the City of Portland and its first public swimming pool opened; Portland's first branch of the YMCA and the first branch of the Portland Library Association opened. In the same year, the Sellwood Commercial Club built its headquarters, and in 1911 St. Agatha's Catholic School and chapel were constructed.

The residential development of the area which began in Sellwood in the late 1880s now expanded to the Westmoreland area. In late 1909, the Westmoreland plat was carved out of William Ladd's 500-acre Crystal Springs farm. Westmoreland lay between Milwaukie Avenue and the Southern Pacific Railroad tracks, and Reedway and Miller Streets. The eastern edge of the farm, with the beginnings of the Reed Institute (Reed College) was developed as Eastmoreland, beginning in 1910. Because the two "Morelands" were not then separated by McLoughlin Boulevard, the golf course in between was used as a promotional device for both subdivisions.

Sales of the 700 lots in Westmoreland began in early 1909 and ended in 1924. Toward the end of the 15-year sale period, the construction of the Sellwood and Ross Island Bridges was announced. Automobile owners realized they could reach Westmoreland quickly over these fixed-span bridges and the final 165 lots sold in less than two months.

Also developed in the early 1900s along the river edge were the Oregon Yacht Club moorage, adjacent to and down river from the Oaks Amusement Park, and the Portland Rowing Club, upriver from the present-day Sellwood Bridge. The moorages were originally developed for their members to pursue yachting, rowing, and competitions. But the purpose of the clubs eventually changed to promote houseboat living (i.e. floating homes) with summer residences evolving quickly to become year-round residences at each moorage.

The opening of the Sellwood Bridge in late 1925 and the Ross Island Bridge a year later marked the end of major development in the neighborhood until 1933-37 when McLoughlin Boulevard (Highway 99E) was constructed. This project encouraged increased traffic on 99E through Milwaukie and Oregon City, and also had the effect of completely dividing Westmoreland and Eastmoreland except via the Bybee Boulevard overpass (constructed in 1919). Before 1933, Reedway Street, at the northern end of Westmoreland, had served as an access street to the Reed College area. This connection was severed with the completion of McLoughlin Boulevard. The divisive effect of McLoughlin was increased again in the 1980s when it was widened to accommodate additional lanes.

The 1925 Sellwood Bridge had been designed to feed traffic into the neighborhood. But after the 1950s, the bridge served as a conduit for traffic to the growing southeast

suburbs. Increased traffic on this bridge and Tacoma Street further divided the southern portion of Sellwood from the northern portion. In the late 1950s street-car service in the city ended. With the exception of a supermarket at 13th and Tacoma, most of the businesses that served Sellwood now shifted to Westmoreland, one mile to the north. Residents were now dependent upon automobiles for shopping and traveling to jobs.

The Depression brought quiet times to the neighborhood. The East Side Lumber Mill closed in the mid-1930s. The mill in Willsburg, which had begun as a mohair factory in 1902, was rebuilt as the Oregon Worsted Company in 1918. It later expanded and became the Mill Ends Store (now Goodwill). After World War II, both a Safeway store and a Kienow's were built on Milwaukie Avenue.

Following World War II, development increased in the neighborhood. Many new single-family homes were built, primarily in Westmoreland. Sellwood saw the construction of many one- and two-story, flat-roofed apartment buildings in the 1960s and 1970s. In 1961 the neighborhood's only National Register building, the Oaks Pioneer Church, arrived from Milwaukie. In the 1980s, many of Sellwood's colorful houseboats were forced to leave as new condominiums were constructed on the riverbank, south of the Sellwood Bridge. Remaining houseboats (floating homes) are at the neighborhood's original moorage, Oregon Yacht Club, with its gated enclave just north of Oaks Amusement Park; and at the Portland Rowing Club just south of the Sellwood Bridge, which includes houseboats, covered boats, and rowing facilities.

The riverbank, formerly an area of industry and transportation, is now used for river view 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.

The Sellwood-Moreland neighborhood continues to have an interesting mix of houseboats, tiny worker's cottages, boarding houses, two-story multiplexes, late Victorian vernacular farmhouses, four-squares, English Arts & Crafts houses, bungalows, and houses from the 1920s to 1940s in a variety of styles, as well as contemporary ranch-style houses, apartment buildings, and rowhouses. It also contains two high-rise buildings: Westmoreland's Union Manor near Bybee and McLoughlin Boulevard, and the Sellwood Center at SE 17th and Tenino. Until quite recently, many homes have been single-owner occupied since their original construction. Due to its proximity to downtown Portland and improved bus service in the 1970s, the neighborhood has seen increased popularity as a residential area. Many homeowners are adding on to or remodeling their older houses. Residential infill development is also occurring. Some of the newer structures tend to be "suburban" in character and exhibit little architectural compatibility with their older neighbors.

SMILE Neighborhood Association

Early Days

In the early 1960s, Dent Thomas, a Sellwood businessman, became concerned about the lack of citizen involvement in the community. Mr. Thomas felt that the neighborhood spirit was lacking. Letters were sent to the Sellwood Community Club, Westmoreland Community Club, the Masonic Lodge and others. At the resulting meeting, Howard Traver suggested naming the new organization the Sellwood-Moreland Improvement League (SMILE).

1980 Comprehensive Plan

In 1980 the City of Portland looked at zoning citywide as part of a new *Comprehensive Plan*. Three alternatives were proposed by city planners. A fourth alternative was proposed by citizens. The zoning has remained generally unchanged from that era.

The Planning Process for Developing the Neighborhood Plan

The SMILE Neighborhood Association began the planning process early in 1993, with a call for volunteers to serve on the steering committee. After several meetings to discuss the way to proceed with creating a plan, the group decided to create a short questionnaire that would let neighbors describe what they valued about the neighborhood, that needed improvement, and what issues should be addressed in the planning process. A three-part questionnaire was used, over a six to eight month period, in a series of opportunities for visioning. A total of roughly 200 residents and property or business owners responded. There was little variation in response.

The first part of the questionnaire asked, "What places or things best represent your image of the Sellwood-Moreland neighborhood?" The most frequent responses were:

- small town character
- pedestrian orientation
- old houses and commercial buildings (historic)
- parks/green spaces/natural areas/the river
- friendly character/safe & walkable
- vitality/diversity of business districts

The second part asked, "What do you like the least about Sellwood-Moreland?" The most frequent responses were:

- traffic (speeding/cut through/congestion)
- crime/graffiti
- rundown houses/infill houses

The third question was, "What are the most important things to include in a neighborhood plan for Sellwood-Moreland?" The most frequent responses were:

- how to preserve small town character/good things about Sellwood-Moreland
- traffic problems and pedestrian safety
- Sellwood Bridge
- high-capacity transit (light rail is anticipated in the McLoughlin corridor)
- how to deal with population growth
- how to protect green spaces

In the fall of 1993, the neighborhood decided to organize a workshop and enlisted help from the City of Portland Planning Bureau. Bureau planners helped the neighborhood to organize its first workshop. Colleen Acres worked with the steering committee in an unofficial capacity. Six policy areas were identified from the visioning results and the workshop was structured around these areas:

- history
- land use/zoning/design
- environment and greenspaces
- traffic and transportation
- community services
- public safety and crime prevention

At the same time, an individual recruiting effort was launched. The steering committee membership was boosted to about 20, including several members of the business community, and subcommittees were formed around the policy areas. Over 50 people attended the February 1994 workshop and expanded on issues in the policy areas.

Following the workshop, the subcommittees investigated the issues in each policy area and then submitted drafts to the steering committee for comment and review. These drafts were compiled and edited to create the discussion draft that was reviewed in follow-up workshops in January and February of 1995.

In July of 1995, the Bureau of Planning assigned a staff planner to work half-time with the Sellwood-Moreland neighborhood to help with completion of the plan. The Bureau's staff has helped with technical advice in preparing the discussion draft, organizing workshops and providing an evaluation to the Planning Commission.

The comments received during the workshop were used to edit the discussion draft. At the same time, the Neighborhood Plan Steering Committee worked to prepare a

neighborhood rezoning proposal to accompany the plan in the hope of seeing aspects of the plan implemented quickly.



January/February 1996 Workshop

Beginning July 20, 1996, the committee held a series of eight open house workshops:

July 20	Westmoreland Union Manor
July 24	Sellwood Community Center
August 4	Sellwood Park ("Sundae in the Park")
August 17	Sellwood Baptist Church
August 24	Tenth Church of Christ, Scientist
August 28	Moreland Presbyterian Church
September 7	Sellwood Center
September 11	SMILE Station

Also, a presentation was made to the Sellwood-Moreland Business Association (SMBA) at their regular membership meeting on September 26, 1996.

Postcards were mailed to all postal addresses in the neighborhood on the following dates:

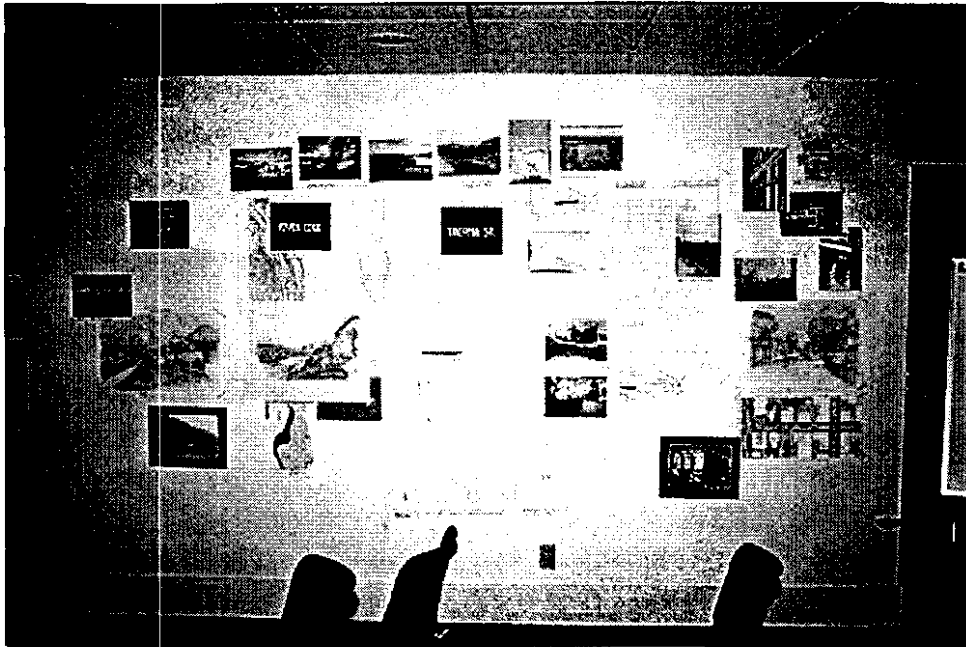
September 1996	October 2, 1996 Town Hall Meeting Announcement
February 1997	Zoning Proposal Vote Announcement
June 1997	Planning Commission Hearing Announcement



January/February 1996 Workshop

The proposed draft plan and rezoning proposal were presented at the SMILE general membership meeting on October 2, 1996. The proposed plan and rezoning were discussed in an open, "town hall" meeting format. The draft plan was approved at the next SMILE general meeting on November 6, 1996. Following further workshops at the SMILE Station on February 15 and February 22, 1997, the rezoning map was approved at the SMILE general meeting on March 5, 1997.

On June 24, 1997, the Planning Commission heard public testimony on the neighborhood's proposed plan. On September 9, 1997, the Planning Commission reviewed an Amendments Report and held a work session on the proposed plan. At that meeting the Planning Commission approved the *Proposed Sellwood-Moreland Plan* with few changes and forwarded it to the City Council. The Planning Commission unanimously recommended that the City Council adopt the plan as part of Portland's *Comprehensive Plan* and implement the plan through the rezoning of the neighborhood.



January/February 1996 Workshop

This document is the Planning Commission's *Recommended Sellwood-Moreland Neighborhood Plan*. The City Council will hold a public hearing on the *Recommended Sellwood-Moreland Neighborhood Plan* on Wednesday, November 5 at 2:00 p.m. The hearing will be held in the Portland Building Auditorium, 1120 SW Fifth Avenue. Copies of the *Recommended Sellwood-Moreland Neighborhood Plan* will be available on October 6, 1997, at the Bureau of Planning, 1120 SW Fifth Avenue, 10th floor.

Relationship to Other Plans, Regulations, and Studies

Portland Comprehensive Plan

The *Portland Comprehensive Plan* provides the citywide policy framework for the *Sellwood-Moreland Neighborhood Plan*. The *Sellwood-Moreland Neighborhood Plan* provisions focus on neighborhood-specific concerns, issues and opportunities.

Policy 3.6 of the *Portland Comprehensive Plan* calls for the City to:

Maintain and enforce neighborhood plans that are consistent with the *Comprehensive Plan* and that have been adopted by City Council.

The *Sellwood-Moreland Neighborhood Plan* goal, vision statement, policies, and objectives will be adopted as part of the City of Portland's *Comprehensive Plan* under Policy 3. (Neighborhood Plan). As part of the *Comprehensive Plan*, it is assured that the policies and objectives of the *Sellwood-Moreland Neighborhood Plan* will be considered when *Comprehensive Plan* designations and conditional use proposals are reviewed by the City.

The *Sellwood-Moreland Neighborhood Plan* is made part of the *Portland Comprehensive Plan* by the addition of this linking statement and addition of the *Sellwood-Moreland Neighborhood Plan* to the list of adopted neighborhood plans in Policy 3.6 (Neighborhood Plan):

Goal

Retain and enhance Sellwood-Moreland's neighborhood character as an urban village, with a rich mixture of land uses, a variety of housing types with a range of affordable housing, recreational opportunities, and transportation alternatives.

Willamette River Greenway and Willamette River Greenway Plan

The Willamette River serves as an important fish production and harvest area. The river and adjacent riparian habitat provide food, shelter, and cover for a wide variety of wildlife. They also are a significant recreational resource providing the citizens of Oregon with a range of recreational opportunities, including swimming, boating, sailing, fishing, and scenic enjoyment. The river and riverbank are also extremely valuable economic resources. The Willamette River plays a critical role in the state's economy, in terms of supporting agriculture, major shipping activities, aggregate mining, and other river-dependent and river-related industries.

The Oregon Legislature developed Statewide Planning Goal 15, "Willamette River Greenway," which requires local governments to develop plans for the lands adjacent to the river which address a number of elements. To implement this statewide goal locally, the City of Portland adopted a *Willamette Greenway Plan* in 1979 and updated this in 1987. The *Willamette Greenway Plan* is intended to guide the protection, conservation, maintenance, and enhancement of scenic, natural, historical, economic, and recreational qualities of lands along the Willamette River.

The *Willamette Greenway Plan* includes a concept map which indicates several use emphases along Sellwood-Moreland's banks, corresponding approximately to the uses found along the river today:

- Natural area emphasis along Oaks Bottom
- Recreational use emphasis at the locations of existing moorages
- Mixed use development emphasis in several locations south of Oaks Bottom

The plan indicates a greenway trail along the edge of the bank through Sellwood-Moreland along with several access paths and river viewpoints. The plan also includes a set of design guidelines for development occurring within Willamette Greenway boundaries.

Oaks Bottom Wildlife Refuge Coordinated Resource Management Plan

The Oaks Bottom Wildlife Refuge is located within Sellwood-Moreland's portion of the Willamette River Greenway. The refuge is a 160-acre City of Portland park, and is predominantly a floodplain wetland system consisting of several vegetation communities.

The City of Portland acquired most of the park in the late 1950s. In 1968, Portland placed a number of restrictions on the development of the site and purchased the remainder of Oaks Bottom. In 1988 the City of Portland adopted the *Oaks Bottom Wildlife Refuge Coordinated Resource Management Plan*.

Johnson Creek Basin Protection Plan and Johnson Creek Plan District

The Johnson Creek Basin is an expansive watershed including significant fish and wildlife habitats, ecologically and scientifically significant natural areas, open spaces, water bodies, and wetlands. The watershed includes most of Sellwood-Moreland east of 13th Avenue and stretches east to Gresham, north beyond Burnside, and south into Clackamas County.

Johnson Creek is the primary waterway of the basin, flowing westward nearly 20 miles, through the cities of Gresham, Portland, and Milwaukie. In Sellwood-Moreland, Johnson Creek flows southwest along McLoughlin Boulevard. Crystal Springs emerges from 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.

The inhabitants of much of Portland's eastside are dependent on the basin's waterways for drainage of stormwater run-off; and plants, animals, and humans are dependent on the quality of the water and the surrounding riparian areas for their health.

The lands adjacent to Johnson Creek and Crystal Springs are prone to seasonal flooding, a condition exacerbated by an increase in impervious surface, coupled with the removal of native vegetation. Sellwood-Moreland east of 21st Avenue is within the 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA). Much of Sellwood-Moreland inside the floodplain is currently held publicly as open space (Westmoreland Park); however, between Nehalem and Sherrett, the land within the Johnson Creek Basin Plan District is in current residential, employment and commercial use.

In order to protect the important resources of the basin, the City of Portland adopted the *Johnson Creek Basin Protection Plan* in 1991. The Johnson Creek Basin Plan District was created to regulate the development of individual sites within the basin.

The Johnson Creek Basin Plan District includes most of Sellwood-Moreland east of SE 21st. All general development standards of the plan district apply to this portion of Sellwood-Moreland. These standards prohibit structures within the Johnson Creek floodway and regulate the amount of run-off to the creek. The Johnson Creek Basin Plan District development standards also allow for transfer of development rights within the plan district and for density bonuses in certain locations. Because no part of Sellwood-Moreland is contained within either the Johnson Creek floodplain subdistrict or the south subdistrict, portions of Sellwood-Moreland sites within the Johnson Creek Basin Plan District that are outside of "c" and "p" overlay zones would be eligible to receive transferred development rights as well as density bonuses.

Using the *Comprehensive Plan* and the *Sellwood-Moreland Neighborhood Plan* in Land Use Reviews

The *Comprehensive Plan* and neighborhood plans serve several purposes. Each plan is a statement of desired character. In addition, the plans may be used in certain land use reviews. Some land use reviews—such as conditional uses for institutions in residential zones—require that the proposal be consistent with neighborhood plans. Some land use reviews also require that the proposal be consistent with the *Comprehensive Plan*.

Where a land use review requires a proposal to be consistent with a plan, we look at certain aspects. Each plan contains a set of elements that should be considered and balanced, some requirements that must be met, and some that are guidelines but not required. Each goal and policy of the *Comprehensive Plan* and of this plan are designated as mandatory, balancing, or aspirational. **All of the goals and policies of the *Sellwood-Moreland Neighborhood Plan* are balancing goals and policies.**

Mandatory policies are required elements. They must be followed and met, and exceptions are not allowed. Mandatory policies are usually specific statements that include a clear directive. There are only a few mandatory policies in the *Portland Comprehensive Plan*.

Balancing policies must be considered, but, rather than being rigid requirements, they are carefully weighed and balanced with other balancing policies. Decisions are made based on the cumulative weight of policy language and direction. A specific action may be approved even if it is not consistent with every applicable policy; the action may be approved if it is supported, on balance, by the greatest body of balancing policies.

Most policies in the *Comprehensive Plan*, and all of those in neighborhood plans, are balancing policies. They must be considered, but do not have to be individually met.

Aspirational policies express a public desire, but are guidelines only. They do not have to be considered, but may be used to help understand an area or issue, to develop more detailed policy, or to guide a neighborhood in creating an action plan. They are not binding on the City, property owners, or neighbors.

Because all of the goals and policies of *Sellwood-Moreland Neighborhood Plan* are balancing policies, they must all be considered against each other and weighed with the balancing policies of the *Comprehensive Plan*. They must all be considered, but do not have to be individually met.

III.

VISION FOR THE NEIGHBORHOOD

Vision Statement

The following is a statement of what the Sellwood-Moreland Neighborhood Plan intends the neighborhood to be like in the future, based on the concepts and policies set forth in this plan.

Sellwood-Moreland is a significant part of the City of Portland, with one of the oldest and strongest neighborhood associations (SMILE) and a prominent position as a southern gateway into the city. Still, residents also see themselves as a distinct community whole unto itself. The sense of community is demonstrated by the care that people have taken to preserve the neighborhood's unique green spaces, its vintage business centers, and quality housing stock.

While there is easy access to downtown Portland, OMSI, Lloyd Center and the suburban east side, many prefer to telecommute from their homes. The pedestrian and bicycle-friendly streets make it inviting to tend to shopping and errands in the neighborhood. Recreational opportunities are available for everyone, from grandparents to toddlers. A quick escape to nature is only moments away or often just outside the window.

The river edge is an active corridor for a mix of residential, commercial and recreational uses, all co-existing with an improved habitat for fish, waterfowl and other wildlife. Tacoma Street, formerly a gritty and dismal barrier that divided the neighborhood, now is like a seam that draws it together. The higher density (two- to three-story) housing, interspersed with small-scale retail commercial development has re-energized the area. The street trees, planting strips, on-street parking and wider sidewalks create a safe and vital pedestrian atmosphere. The restaurant, pub and retail outlets at the bridgehead link Tacoma Street to riverfront activity. The new two-lane bridge with its bicycle and pedestrian walks and viewing turnouts is a favorite place for weekend strolls or morning bicycle commuters.

The neighborhood has retained three pedestrian-oriented commercial centers, each with a unique identity. Milwaukie Avenue has retained an interesting mix of businesses, many of them serving the needs of local residents, so that it functions as a small town main street. Seventeenth Avenue properties have been renovated and more businesses have located there. The street edge has been redefined at a pedestrian scale of development. Shops that serve various remodeling and decorating needs are mixed with stores that serve the needs of local residents in the south end of the neighborhood and the north end of the City of Milwaukie. Thirteenth Avenue's Antique Row is still going strong and its reputation continues to grow. The street's appearance has been improved by compatible infill and by the addition of street furniture, decorative paving, and the placement of baskets of annual flowers.

McLoughlin's role as a transportation corridor has been expanded with the addition of local high-capacity transit and high-speed rail between San Francisco and Seattle. The development along the edge is now a mix of general commercial retail with some high-density residential development. Long-time neighborhood commercial outlets, such as Bob's Rental, still serve the neighborhood's needs. The edge gives strong definition to the neighborhood, but links over the roadway allowing pedestrians and bicyclists to cross to the high-capacity transit stations, Crystal Springs Lake and the Springwater Corridor.

Crystal Springs district is a highly sought-after residential area. Crystal Springs Creek is an amenity that is treasured by the whole neighborhood. The 21st Avenue bikeway is a favorite walk or ride for both children and adults. The restored health of the Crystal Springs and Johnson Creek streambeds and the links to the Springwater Corridor and Willamette Greenway have invited more wildlife into the corridor. Even in the high density residential portion of Willsburg, the creek is shared with ducks, frogs and other wildlife.

The North End has redeveloped with new amenities that make it an inviting urban scale mini-neighborhood. The pocket park, community garden and the north edge of Oaks Bottom, with access to the Willamette Greenway trail, provide natural getaways at the doorstep of the four- to five-story residential buildings. Landscaping and courtyards make these units attractive to residents, many who ride high-capacity transit, available nearby. Shops along Milwaukie Avenue and McLoughlin, as well as the complex at the old Vocational Village site, offer convenient services for residents in the area.

Westmoreland, City View, Sellwood and Garthwick remain much the same with the historic housing stock constantly improved through restoration and renovation. The occasional infill housing is compatible with the older housing that surrounds it, blending in comfortably with the neighborhood. Many residents have added accessory rental units in their basements or above their garages, to augment their retirement income or provide a place for aging parents.

As before, the SMILE Station serves as a community hub for all types of civic activities. The local newspaper, *The Bee*, has relocated its offices in the neighborhood and serves as a popular communication vehicle. The community policing station, neighborhood watch program, and neighborhood foot and bicycle patrols have all worked together to curb property crimes and to keep the streets safe. Neighbors are proud of their active community and conscious of its identity. They work hard to support neighborhood efforts and to maintain their community's image.

IV.

POLICIES, OBJECTIVES & ACTIONS

NEIGHBORHOOD CHARACTER & IDENTITY

The separate eras represented by the different parts of the neighborhood reflect the development patterns that occurred from the 1880s to the 1940s. Sellwood and the Willsburg area, in the southeast corner of the neighborhood, and parts of the North End, are the oldest areas. These areas were developed before the turn of the century. Garthwick and Westmoreland were developed much later, primarily in the 1920s. Overall, 61 percent of the housing in the neighborhood was built prior to World War II. The scale and variety of architecture is considered a positive characteristic of the neighborhood that residents wish to preserve.

Policy I: Historic Preservation

Protect historic resources. Preserve the historic character of neighborhood areas recognized in this plan.

Objectives:

1. Increase public awareness of neighborhood history
2. Recognize and conserve historic resources and structures
3. Respect the character of Sellwood-Moreland by sensitively integrating new development with the historic elements of the community

Action Chart: Historical Character

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/ PROGRAMS					
HC 1	Identify the structures and sites that are of the greatest historic significance to the neighborhood.					SMILE Planning
HC 2	Consider creating historic conservation districts in the North End, Sellwood, and Garthwick.					SMILE Planning
HC 3	Adopt design guidelines to protect the special character of each of the three districts.					Planning
HC 4	Commemorate sites of historic interest with signs.					SMILE SMBA
HC 5	Develop historic walking tours of the North End, Sellwood, and Garthwick.					SMILE
HC 6	Organize SMILE's historic photo collection.					SMILE
HC 7	Display photos from the SMILE collection in public places.					SMILE SMBA
HC 8	Commemorate the town of Willsburg by creating a Willsburg Station on the south/north high-capacity transit corridor, south of Tacoma on McLoughlin Blvd. Provide historic information on Willsburg.					SMILE

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

NEIGHBORHOOD FORM/ URBAN DESIGN

The neighborhood is formed, as an entity, from various physical elements. These elements help to create the image that people carry of the area as a distinct place. The elements include edges, gateways, paths, nodes, and landmarks or focal points.

The Willamette River forms one edge to the neighborhood; McLoughlin Boulevard forms another. An example of a gateway is the Sellwood Bridge. Paths may be natural such as those in Oaks Bottom, or a path may be a well-traveled sidewalk, perhaps along SE Milwaukie in Westmoreland. The intersection of SE Milwaukie and SE Bybee in Westmoreland is an example of a node; that is, the activity center of the Milwaukie Avenue business district. Buildings or objects such as the clock in Westmoreland are landmarks.

All of these aspects contribute to a "sense of place." Good use of urban design principles makes all the pieces of the urban scene fit together in a way that is comfortable, but interesting. People want to come back again and again.

Policy II: Sense of Place

Reinforce a distinctive sense of place by emphasizing neighborhood boundaries, connections, business districts, public open spaces, and focal points.

Objectives:

1. Make neighborhood edges an integral part of the community
2. Identify and strengthen neighborhood gateways
3. Promote development at key nodes that reinforces the Sellwood-Moreland neighborhood as a pedestrian-oriented, self-sufficient "village"
4. Establish focal points within each business district
5. Enhance the neighborhood's established character as a mixed-use village, emphasizing residential areas surrounding a number of business districts, orientation to public transit and a healthy pedestrian environment

Action Chart: Neighborhood Form/Urban Design

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/ PROGRAMS					
NF 1	Consider linking high-capacity transit to the neighborhood and Springwater Corridor at Willsburg/Sellwood stop by means of a pedestrian/bike crossing over McLoughlin Blvd.					ODOT Metro
NF 2	Identify routes for pedestrian and bicycle pathways.					Parks PDOT Metro
NF 3	Attract new neighborhood-oriented service businesses and housing at identified nodes (13th and Tacoma, 17th and Tacoma, Milwaukie and Bybee, new McLoughlin transit station locations).					SMILE SMBA
NF 4	Require new construction in the RH and R1 zones to be subject to design review.					BOP
NF 5	On an interim basis, require new construction in the R2 and R2.5 zones to be subject to design review. Reconsider applicability of design review overlay zoning after the City adopts new design-oriented base zone regulations.					BOP

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COMMUNITY IDENTITY

Fostering a sense of community identity ensures that residents will take pride in their neighborhood and recognize that they are a part of a greater whole. Sellwood-Moreland's vision statement describes the neighborhood's identity.

Sellwood-Moreland's neighborhood character is best described as an **urban village**, with a rich mixture of land uses; a variety of housing types with a range of affordable housing; recreational opportunities; and transportation alternatives.

Policy III: Community Livability

Strengthen the sense of community and neighborhood identity.

Objectives:

1. Acknowledge and celebrate the heritage of the neighborhood
2. Communicate news of neighborhood activities and get more people involved in the SMILE Neighborhood Association
3. Build on the potential of parks, open spaces and streets as shared public spaces to strengthen the coherence and unity of the neighborhood

Action Chart: Community Identity

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/ PROGRAMS					
CI 1	Adopt a symbol and use it at gateways, on street signs, commercial areas, historic homes, etc.					SMILE
CI 2	Continue to sponsor community activities.					SMILE
CI 3	Develop an urban design plan to provide neighborhood continuity on the major streets including elements such as street signs, light standards, paving patterns, canopy street trees, hanging flower baskets and other plantings.					SMILE

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NEIGHBORHOOD SUBAREAS

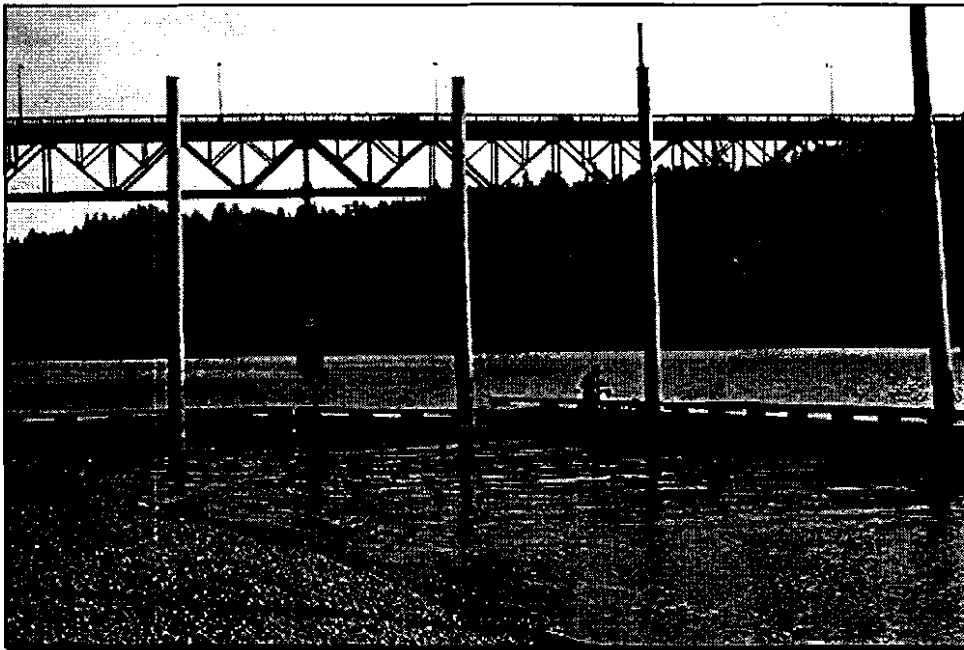
The Sellwood-Moreland neighborhood is comprised of unique areas, each of which is described in the pages that follow. Challenges and opportunities are highlighted for the reader. The plan's proposed policies and action items respond to these challenges and opportunities.

Policy IV: Subareas

Recognize and reinforce distinct neighborhood subareas, considering their unique strengths, character, challenges, and opportunities.

RIVER EDGE

The parks and natural resource areas that are so abundant in the neighborhood help to shape the community and to define its character. The Willamette River and greenway zone form the western boundary of the neighborhood. Layered in along the river are Sellwood Riverfront Park, Sellwood Park, the park-like areas of Oaks Amusement Park, moorages on the river, and Oaks Bottom Wildlife Refuge. Adjacent to the north end of the neighborhood in the Willamette River lie Ross Island, Hardtack Island, and East Island.



The Willamette River - looking southwest from Sellwood Riverfront Park.

Sellwood-Moreland has a unique relationship with the Willamette River edge. Only in St. Johns and in downtown Portland is there equivalent opportunity for access to the water at the same grade level. In Sellwood-Moreland, a large portion of the river shore is dedicated to public open space. Oaks Bottom Wildlife Refuge is home to beaver, otters, great blue herons and bald eagles. Residential uses, including houseboats (floating homes), extend up to these open spaces north of Tacoma Street and the Sellwood Bridge, and occur again at the Oregon Yacht Club moorage north of Oaks Amusement Park. On the south, condominiums and private moorages occupy the edge all the way to Waverley Golf Course.

South of the bridge, public access is physically limited. The Willamette Greenway designation protects the right to public access and is intended to lead to eventual

development of a pedestrian trail along the river, connecting Sellwood to Milwaukie and to downtown Portland. The Samtrack passenger train service currently connects from a terminus near the Sellwood Bridge to OMSI on weekends during the summer months.



Existing partial Willamette Greenway Trail, looking north from the former Anchorage Restaurant.

The challenges facing the neighborhood in the river edge district are:

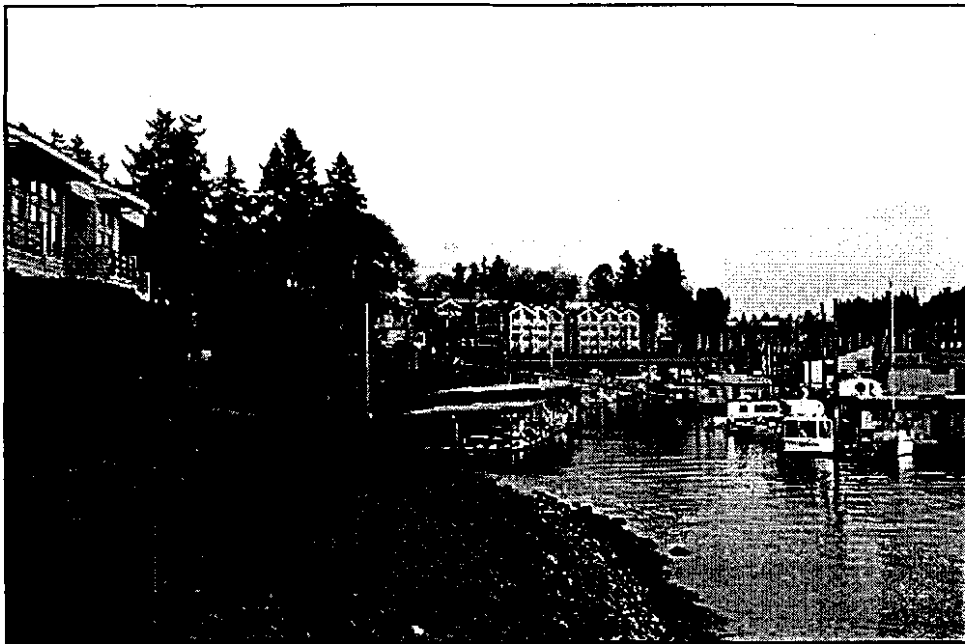
- Creating physical and visual links between the residential and commercial portions of the neighborhood and the riverfront
- Finding ways to implement the Greenway Trail
- Protecting natural areas from pressures for development
- Creating greater appreciation for the natural processes of the river and riparian areas
- Recognizing residential moorages (with floating homes, i.e. houseboats) as unique pocket communities that contribute to the historical and unique character of the neighborhood

Desired Character

The river edge should have a variety of public spaces which accommodate active and passive recreational opportunities and commercial enterprises that respect the unique attribute offered by the river. The wildlife habitat values should be preserved and

enhanced, with the Oaks Bottom, Hardtack, Ross Island and related islands treated as one ecosystem with strict environmental regulations to protect its fragile condition.

Housing and business along the river edge should be compatible with the natural character of the area, in use, in form and in style. They should avoid negative impacts to the environment, reinforce community access to the river edge, and contribute to development of the greenway trail. They should preserve views of the river from vantage points such as Sellwood Riverfront Park, Sellwood Park, Sellwood Boulevard, the Sellwood Bridge, Oaks Bottom, the north entrance to the neighborhood on SE Milwaukie Avenue, and Oaks Park.



Condominiums and floating homes south of the Sellwood Bridge.

Policy V: The River's Edge

Make the river edges integral to the community.

Objectives:

1. Strengthen and create connections between the neighborhood and the river
2. Protect Oaks Bottom Wildlife Refuge from any development which threatens to diminish its capacity to support a variety of native species
3. Preserve views from the Sellwood Bridge to the river, the hills to the west, and downtown Portland in any Sellwood Bridge renovation or replacement
4. Strengthen the role of the Sellwood Bridge as a neighborhood gateway
5. Use the public areas near the river's edge to help unify and create an identity for the neighborhood
6. Pursue and support commercial activity at the bridgehead that is compatible with river edge resources, and will link commercial and residential areas on Tacoma with the residential and recreational areas below at the water's edge

Action Chart: River's Edge

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
	Increase access to the river edge ...					
RE 1	... by creating a stronger physical connection between upper Sellwood Park and Riverfront Park.					Parks
RE 2	... by creating a link between the Springwater Corridor and the Willamette River Greenway, possibly using the proposed bikeways along Spokane and Umatilla Streets.					Parks PDOT
RE 3	... by connecting the Springwater Corridor to a pedestrian and bicycle trail running parallel to the Portland Traction Company railway.					Parks
RE 4	... by installing uniform signs to denote pathways.					Parks
RE 5	... by implementing the Willamette River Greenway Plan.					SMILE SMBA
RE 6	... by cooperating with business and property owners to develop a waterfront loop trail from the foot of Linn to Spokane, to 13th, to Ochoco Streets.					SMILE SMBA
RE 7	... by placing interpretive signs and benches at view points along the waterfront trail.					SMILE SMBA
RE 8	Attract more pedestrian-oriented uses at the river edge south of Spokane Street.					SMILE
RE 9	Create linkages between the Willamette River and other natural resource areas such as the historic Portland Traction Co. Corridor with natural plantings.					Parks Metro
RE 10	Encourage development of compatible commercial activity in the residential area south of the bridge.					SMILE
RE 11	Draw river edge residents into the larger neighborhood. Pursue residential development that links existing residential areas on the river edge to the adjacent neighborhood.					SMILE SMBA
RE 12	Develop a master plan for conserving significant views within Parks' jurisdiction.					Parks Planning
RE 13	Provide viewing areas and benches along the river's edge.					SMILE SMBA
RE 14	Increase awareness and stewardship of natural areas by sponsoring field trips to Oaks Bottom.					SMILE

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
	Increase awareness and stewardship of natural areas...					
RE 15	... by seeking sponsors and organizers to create a youth corps to help maintain trails					SMILE
RE 16	... by organizing efforts to remove litter and discourage dumping.					SMILE
RE 17	... by encouraging neighborhood foot patrols to include parks and natural areas during months of heavy usage.					SMILE
RE 18	... by using signs in public spaces to explain plants and other features of native habitats.					SMILE
RE 19	Update the Oaks Bottom Wildlife Refuge Management Plan which includes management policies for Oaks Bottom and other adjacent riverfront habitat areas. Include a wildlife interpretive center.					Parks BES
RE 20	Acquire woodland between Riverfront Park and Oaks Park for a public green space.					Metro
RE 21	Promote the use of native plants and elements of wildlife habitat in future development and rehabilitation projects.					Parks BES
RE 22	Use trees and landscaping to incorporate natural elements into pedestrian zones and bike paths.					Parks

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TACOMA STREET

Tacoma Street plays an important role by connecting the neighborhood to the river and other parts of the city and region. The two ends of Tacoma Street are major entrances to the neighborhood that could be developed as gateways.

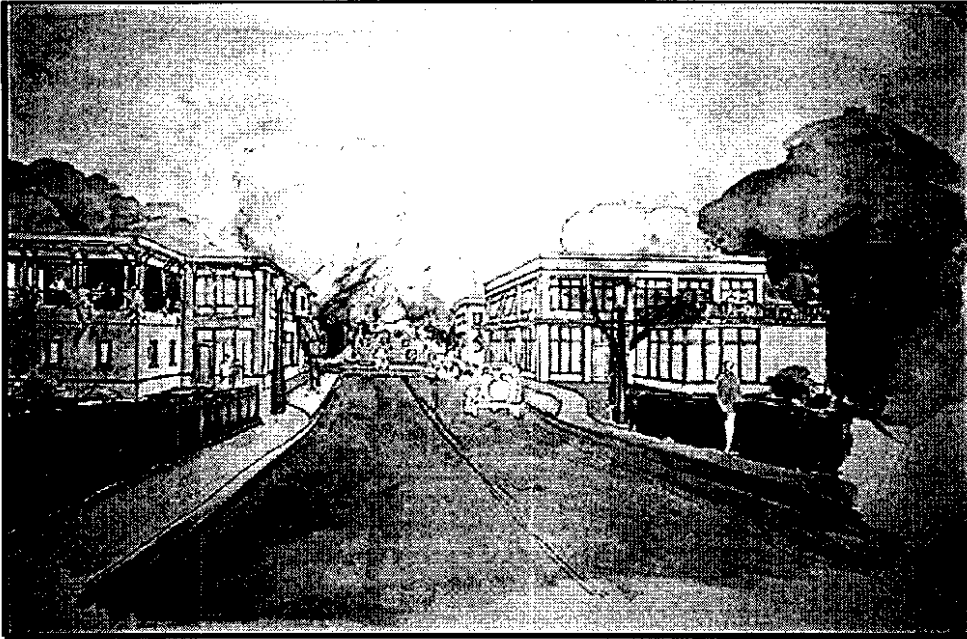


Western gateway to the neighborhood--the bridgehead looking east on Tacoma Street.

Unfortunately, Tacoma Street currently serves as a regional thoroughfare which carries traffic from Clackamas County through the Sellwood-Moreland neighborhood, and across the river to points in Clackamas and Washington Counties or southwest Portland. Parking has been largely eliminated, creating four narrow traffic lanes, which narrow to two, creating a bottleneck at the Sellwood Bridge. Sidewalks are narrow and lack a parking strip or parked cars to serve as a buffer. The environment is hostile, and unsafe for pedestrians of all ages. Crossing the street is difficult due to the high traffic volumes and speeds. No signalized crosswalks exist west of 13th Avenue or east of 17th. Tacoma Street has been identified by residents as the number one problem in the neighborhood.

Land use along Tacoma Street remains predominantly residential, with commercial uses only at the major intersections of McLoughlin, 17th, 13th, and the bridgehead. Many of the properties have deteriorated and problems continue to increase as the population in Clackamas County grows and traffic volumes rise.

Tacoma Street has the potential to become a very pleasant public part of the neighborhood. Deteriorated properties could be redeveloped with a mix of two- to three-story buildings with some commercial uses at street level and residential uses above, creating a lively pedestrian atmosphere. The proximity of the river, parks, shopping, and bus service would make dwellings desirable to those who do not want a yard to maintain.



*Vision drawing showing bridgehead gateway with restaurant/pub development.
(Watercolor by Mark Perepelitza.)*

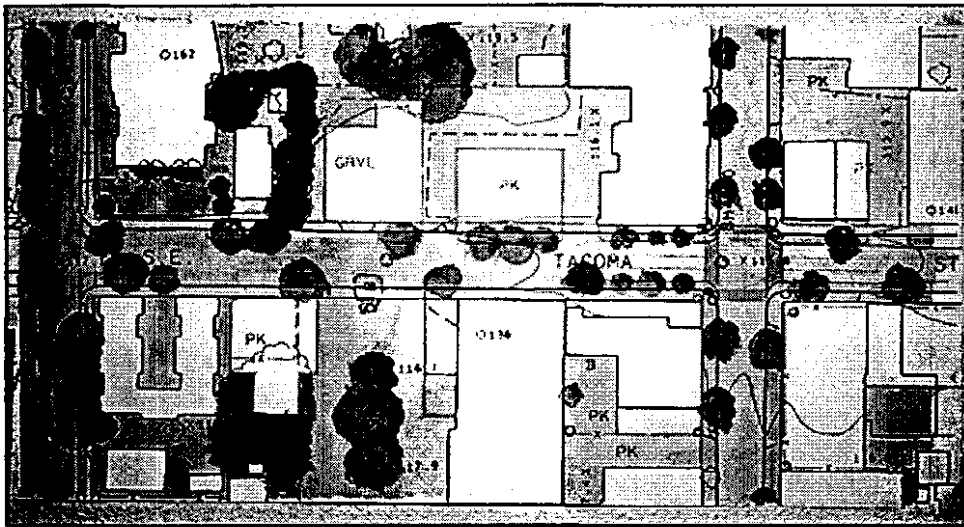
However, until Tacoma Street and the Sellwood Bridge are relieved of the burden of regional traffic, the vision for the street and new bridge cannot be fully realized. Studies are currently under way by Metro, as well as city and county agencies, to find the best solution for a river crossing south of downtown Portland to serve regional traffic. The Sellwood Bridge and Tacoma Street location is inappropriate for the regional traffic due to capacity limitations and inefficient routing.

The challenges facing the neighborhood on Tacoma Street are:

- Improving the residential and commercial environment of the street
- Bringing the street back into the neighborhood fabric
- Reducing impacts from traffic
- Reducing the role of the street as a barrier

Desired Character

Tacoma Street should be returned to its intended role as a district collector, with reduced traffic loads, reduced speed limits and an increase in pedestrian access and on-street parking. Planting strips should be incorporated in areas interspersed with parking spaces and turning lanes. Mixed-use development and redevelopment should be encouraged, allowing shops to locate among the residential uses in old houses and on the first floor of residential buildings in the CM zoned areas. Commercial nodes should be dedicated to pedestrian-oriented storefront shopping. The area at the bridgehead should have commercial activity that offers public activity with a focus on the views up and down the river, such as restaurants, pubs or other community gathering spots. Architectural styles should complement the historic homes and commercial building that exist on the street. The eastern portion of the street should accommodate development that ties into the mass-transit corridor along McLoughlin. The Tacoma/McLoughlin node should balance the accommodation of higher densities with the environmental concerns for the Johnson Creek and Crystal Springs watersheds.



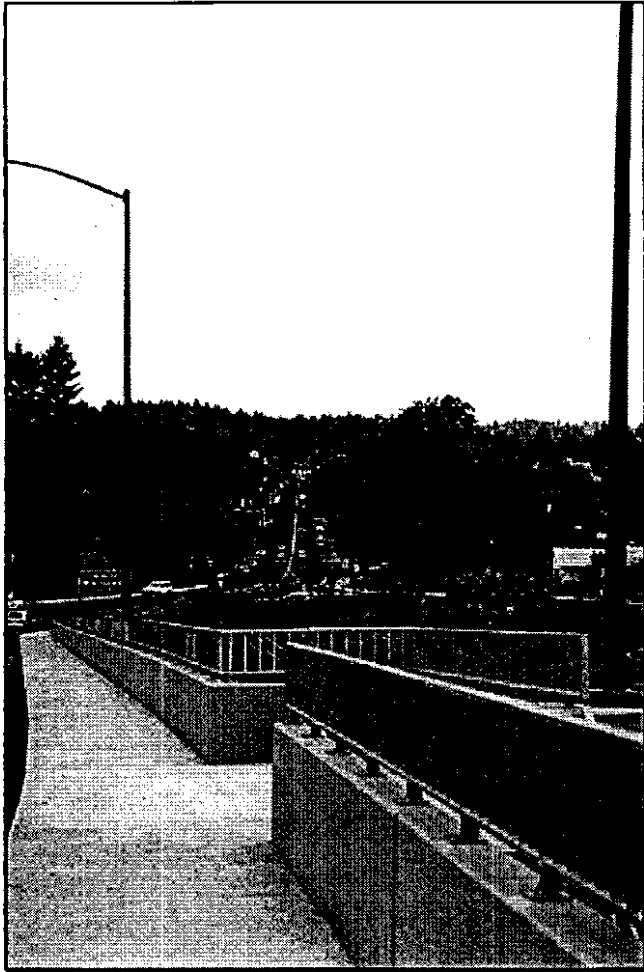
Tacoma Street plan study showing two through lanes of traffic, center turn lanes, and planting strips with street trees alternating with on-street parking.

Policy VI: Tacoma Street

Improve access to and from the neighborhood across the Willamette River for transit, bicycles, and pedestrians.

Objectives:

1. Create gateways to the neighborhood at the Sellwood Bridge and at the McLoughlin overpass
2. Enhance the safety of the Sellwood Bridge for pedestrians and bicyclists
3. Reduce regional traffic on the Sellwood Bridge and Tacoma Street
4. Manage traffic on Tacoma Street consistent with the classifications for transit, bikeway, and pedestrian ways in the Transportation Element of the *Comprehensive Plan*
5. Improve the safety and character of pedestrian crossings across Tacoma Street
6. Encourage mixed-use (commercial/residential) development on Tacoma Street that enhances the character of the area



Tacoma Street looking west from the McLoughlin overpass.

Action Chart: Tacoma Street

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
TS1	Provide safe bicycle lanes and separate pedestrian walkways on the bridge.					Multnomah County
TS2	Ensure that the design for any renovation or replacement of the Sellwood Bridge is appropriate and elegant in form and detailing.					Multnomah County
TS3	Support planning for transit-oriented development (T.O.D.) across McLoughlin at a high-capacity transit stop just south of Tacoma.					ODOT Tri-Met

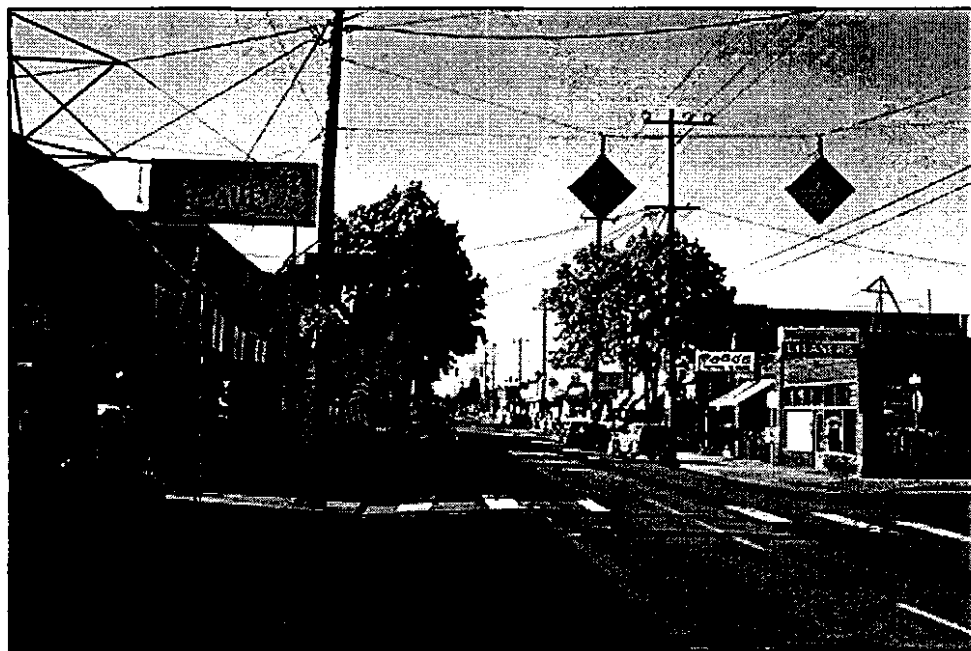
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PEDESTRIAN-ORIENTED COMMERCIAL AREAS

Sellwood-Moreland has several separate and distinct commercial areas which are located along major north-south routes in neighborhood. Flanked by residential areas, these business districts are integral parts of the neighborhood, making important contributions to its identity, character, and livability. The commercial areas also offer the opportunity to bring more housing into the neighborhood as mixed-use development with housing above street-level retail. Many of the needs of the added residents can be met by the immediate access to bus transportation and commercial services.

Milwaukie Avenue Commercial Area

The Milwaukie Avenue district was developed in the 1920s, along with the Westmoreland residential area. The appeal of the area is the main street, or village square atmosphere, created by the solid row of shops along the streets radiating out from the Bybee intersection. The structures are one to two stories, largely of masonry or stucco, in 1920s and 1930s commercial styles. The core of the area is pedestrian-oriented, with lot coverage to the sidewalk edge and few breaks in the street wall. The area invites



Milwaukie Avenue commercial area, looking south on Milwaukie at Glenwood Street.

walking and browsing, or stopping at cafes and eateries. Many of the businesses serve needs of the neighborhood, so the district functions more as a small town main street than as a collection of boutique-style attractions. However, the area also harbors a cluster of offices and a number of restaurants that draw from well outside of the immediate area.

Challenges facing the neighborhood along Milwaukie Avenue are:

- Retaining the street orientation and shop front style of architecture that is characteristic of the area
- Preserving businesses that serve the needs of the neighborhood
- Maintaining a mix of businesses that offer variety and interest to keep up the level of pedestrian activity

Seventeenth Avenue Commercial Area

The 17th Avenue area serves the south end of the neighborhood with general goods and services. The district runs from Nehalem to Ochoco Street. This area is less unified, both in architectural characteristics and in uses, than the other commercial areas in the neighborhood. The pedestrian scale is strongest from Tenino Street through Sherrett Street, but development at the intersection of 17th and Tacoma is entirely auto-oriented. Older buildings are interspersed with modern buildings that are set back from the sidewalk, fronted by parking lots. These modern buildings have no special character. This area needs its own identity to spur revitalization and draw infill development. Currently a number of design services, such as lighting, furniture refinishing, and interior design are located in the district, possibly forming the nucleus for an area which complements 13th Avenue's Antique Row. There are also some businesses that serve the residents of the south end of the neighborhood. Residents would like to see more of this type of development. Traffic congestion is also a problem, especially for merchants who feel that it has a negative impact on their businesses.



Seventeenth Avenue commercial area, looking north on SE 17th at Umatilla Street.

Challenges facing the neighborhood in the 17th Avenue area are:

- Reducing auto-dominated commercial development at the 17th and Tacoma Street intersection
- Reducing the negative impacts that traffic congestion on 17th has on local businesses
- Establishing an identity for the area in order to strengthen and revitalize the district
- Encouraging businesses that provide services to the residents in the south end of the neighborhood
- Maintaining the health of existing businesses

Thirteenth Avenue Commercial Area

Thirteenth Avenue is known as Sellwood's Antique Row. The 13th Avenue district runs from Malden to Harney Street, encompassing the nationally recognized Antique Row. Most of the shops have a regional draw, including the numerous antique shops, restaurants, and the Columbia Sportswear Outlet Store. There are also a laundromat, grocery store, and the neighborhood association's community facility, the SMILE Station. The buildings date from the early 1900s when the area served as the main street for the town of Sellwood. In recent years, higher rents have made success more difficult for some small locally oriented businesses. The Antique Row shops are heavily

patronized by weekend shoppers. These shops are enjoyed by local residents for the interesting displays and the upgraded business area that they have created.



Vision drawing showing improved public street space at intersection of SE 13th Avenue and Tacoma Street, with consistent storefront commercial development. (Watercolor by Mark Perepelitza.)

Thirteenth Avenue is a fairly densely developed district of one- to two-story buildings that mostly date from the turn of the century. This street was the main street of Sellwood from the time that the street car was introduced until about the time of its demise in the 1950s. It includes some classic main street-style masonry buildings and a large number of fragile wooden storefronts. The SMILE Station, a refurbished fire station, is a focal point just south of the key intersection at 13th and Tacoma.

The street does not offer many opportunities for parking. Because it is a regional attraction, patrons drive to the district, but leave their cars and walk from shop to shop. The small storefronts retain a pedestrian scale and offer visual stimulation and variety.

Challenges facing the neighborhood along 13th Avenue are:

- Preserving the historic character of the commercial buildings on 13th
- Filling in gaps in the street wall with compatible structures, especially at the intersection of 13th and Tacoma
- Maintaining the health of the regional shopping district
- Preserving businesses that serve the local neighborhood
- Accommodating the parking needs of residents and visitors

Because the business districts are the most public places of the neighborhood, their character plays an important role in providing coherence and identity to the neighborhood. Good use of urban design principles gives the area a distinctive sense of being a place that is special. These principles make all the pieces of the urban scene fit together in a way that works.

Desired Character

The commercial areas should maintain or enhance the pedestrian-orientation of storefront shopping areas. The streetscape should have a sense of enclosure, formed by a strong building edge. Pedestrian amenities such as street furniture, planters and street trees should be emphasized. Building styles should be compatible with the historic structures that set the tone for each district.



Residential and storefront commercial development along SE 13th Avenue, between Tenino and Umatilla Streets, in the commercial area.

Policy VII: Balanced Growth

Preserve the health and vitality of neighborhood commercial areas and maintain the balance among residential, commercial and industrial interests.

Objectives:

1. Create an overall strategy and individual plans for each business district
2. Preserve the historic character and pedestrian-orientation of the neighborhood commercial areas
3. Establish focal points within each business district
4. Provide good vehicle and mass transit access to the commercial areas for customers and residents. Emphasize and promote pedestrian-oriented uses over auto-oriented uses
5. Reduce auto-dominance of the 17th Avenue intersection and redevelop it as the core of a revived business district that complements the 13th Avenue Antique Row and serves the local neighborhood

Action Chart: Balanced Growth

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
BG 1	Develop a plan to provide a unified neighborhood identity in the business districts using elements such as street signs, light standards, paving patterns, and hanging flower baskets.					SMILE SMBA
BG 2	Create an urban design plan for Milwaukie Avenue to preserve and improve its pedestrian character.					SMILE SMBA
BG 3	Create an urban design plan for 13th Avenue, focusing on the Tacoma Street intersection and bringing greater unity to 13th.					SMILE SMBA
BG 4	Create an urban design plan to develop a stronger identity for the 17th Avenue commercial area.					SMILE SMBA
BG 5	Encourage development which meets voluntary design guidelines that promote and protect the special character of the neighborhood's commercial areas.					SMILE
BG 6	Enhance commercial areas with street furnishings, landscaping or decorative paving and street trees.					SMILE SMBA
BG 7	Make the SMILE Station neighborhood center into an example of design features and amenities appropriate for the 13th Avenue business district.					SMILE SMBA
BG 8	Develop a neighborhood focal point by creating a public space or courtyard area within the SE 13th Avenue business district.					Parks SMILE SMBA
BG 9	Capitalize on established landmarks as organizing elements (such as Johnson Jewelers clock, SMILE Station, Portland Memorial, Sellwood Community Center and Oaks Park).					SMILE SMBA
BG 10	Work with the Masonic Lodge to promote the Masonic Temple on Milwaukie Avenue as a cultural center for the neighborhood.					SMILE
BG 11	Strengthen urban design and economic function of core intersections (13th and Tacoma, 17th and Tacoma, Milwaukie and Bybee).					SMILE SMBA
BG 12	Support the establishment of businesses that are compatible with the pedestrian character of the neighborhood.					SMILE SMBA
BG 13	Identify areas lacking in neighborhood services and promote the location of businesses to meet local needs.					SMILE SMBA

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
BG 14	Redevelop deteriorated properties and fill in gaps with businesses that serve local needs and maintain a diversity of business types.					SMILE SMBA
BG 15	Encourage the use of bus transportation to alleviate traffic congestion.					SMILE Tri-Met
BG 16	Provide an appropriate amount of parking for cars without destroying the character of the districts. Parking should be behind buildings, and underground when feasible.					SMBA
BG 17	Promote shared parking facilities to keep overflow parking out of residential areas.					SMILE SMBA

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MCLOUGHLIN EDGE

McLoughlin Boulevard, State Highway 99E, forms the eastern edge of the Sellwood-Moreland neighborhood. With the exception of the Westmoreland Park area, the street edge is undefined, the scale is erratic, and development patterns are unstructured with no cohesive character. The north end of this corridor has auto-oriented commercial uses. Just north of Bybee, the Westmoreland Union Manor retirement center backs on to the corridor. From Bybee to Nehalem, the road abuts Westmoreland Park where trees create a parkway environment. At Tacoma Street a new overpass, built by Oregon Department of Transportation (ODOT) at the scale of a freeway onramp, carries traffic over the roadway, eliminating the former signalized intersection. South of Tacoma, more commercial uses front the roadway. Many of these used to serve neighborhood needs, but now cater to the volume of McLoughlin traffic. Two sex entertainment business are located on the west side of the road. The Eastmoreland Golf Course, the Goodwill Store, and access to the Springwater Corridor are located on the east side of McLoughlin.



McLoughlin Boulevard along Westmoreland Park, looking south.

Johnson Creek crosses under the roadway at Tacoma and meanders to the edge of the street in several places. It is generally degraded and underutilized as an amenity in this area.

The parkway character of McLoughlin along the edge of Westmoreland Park is relatively pleasant due to the canopy of large deciduous trees. This parkway character could be extended along the full length of the neighborhood to create a more humane environment. The North End and Tacoma Street overpass are potential high-capacity transit stops. These station areas offer the opportunity for mixed-use development oriented to both the neighborhood and high-capacity transit. A high-capacity transit stop is also possible at the Bybee overpass but redevelopment opportunities at that location are limited. These three locations are major entries into the neighborhood that could be developed as gateways, especially with any transportation upgrades.

Challenges facing the neighborhood along the McLoughlin edge are:

- Finding a way to humanize McLoughlin so that it can be an asset to the neighborhood
- Finding ways to cross McLoughlin to access high-capacity transit, parks, the Springwater Corridor and other attractors on the east side of the roadway
- Promoting redevelopment which is transit-oriented in response to the proposed high-capacity transit stations at the north and south ends of the neighborhood and, as much as possible without destroying natural resource areas and a stable neighborhood, at Bybee
- Upgrading the environment of the Crystal Spring Creek and Johnson Creek where they are negatively impacted by McLoughlin and the adjacent development

Desired Character

McLoughlin is the major transportation corridor for auto and mass-transit, with heavy rail immediately adjacent to the east. It forms a boundary that is nearly as strong as the river on the west.

The edges of the corridor should be screened by planting a continuous border of trees. Access across McLoughlin should be made available at additional points by creating connections to the Springwater Corridor on the south and Crystal Springs Rhododendron Garden on the north. Desirable high-capacity transit stations are near the North End and Tacoma overpass. A Bybee station is a lesser priority.



McLoughlin Boulevard at the Bybee overpass, looking south.

Policy VIII: Humanize McLoughlin

Humanize McLoughlin and make it an asset to the neighborhood.

Objectives:

1. Promote development at the North End and at the Tacoma Street overpass that supports high-capacity transit. Seek a high-capacity transit stop at Bybee but place priority on the other two stops
2. Provide some connections across McLoughlin for pedestrians and bicyclists
3. Create gateways to the neighborhood at the north end, Bybee overpass, and the Tacoma overpass. Take advantage of transportation improvements in creating these gateways
4. Improve the Crystal Springs Creek and Johnson Springs Creek environments

Action Chart: McLoughlin Edge

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/ PROGRAMS					
ME 1	Consider extending a parkway from the Westmoreland Park area south throughout the McLoughlin Edge corridor.					ODOT
ME 2	Restore the connection over McLoughlin to the Springwater Corridor as a pedestrian and bicycle pathway.					Parks ODOT Metro
ME 3	Consider major pedestrian connections over McLoughlin to future high-capacity transit stations.					ODOT Tri-Met
ME 4	Consider retrofitting existing overpasses at Milwaukie and Bybee to better accommodate pedestrians and bicyclists.					ODOT PDOT
ME 5	Clean up the creek and restore its banks and streambed. Incorporate Johnson Creek as a focus of new development.					Parks SMILE BES (JCWC)

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CRYSTAL SPRINGS

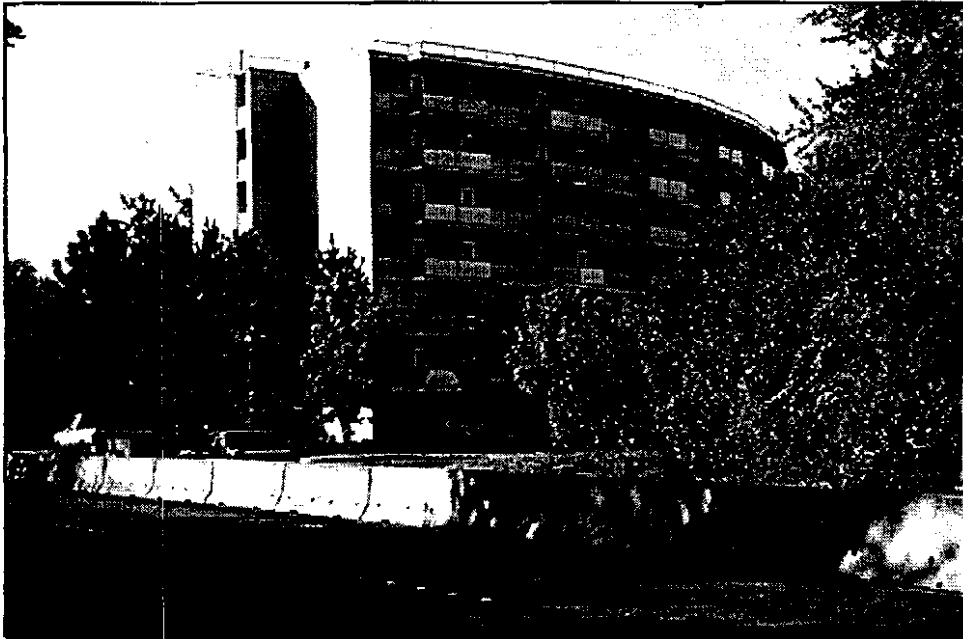
The Crystal Springs district parallels McLoughlin. It begins on the north at the Westmoreland Union Manor, where the creek crosses under McLoughlin and flows into the Sellwood-Moreland neighborhood. It traverses Westmoreland Park, leaving the park on the south end at SE 22nd Avenue. South of the park, the creek extends between SE 21st Avenue and McLoughlin, from Lambert Street to Ochoco Street.

Westmoreland Union Manor

Westmoreland Union Manor is a high-rise retirement community that is situated north of Bybee Boulevard between McLoughlin and the Westmoreland residential area. Crystal Springs crosses under McLoughlin and exits the property on the south end of the manor site.

Challenges facing the neighborhood at Westmoreland Union Manor are:

- Creating ways to establish bridges (i.e. social connections) between the manor population and other Sellwood-Moreland residents
- Maintaining and improving services that are needed by the population at the manor



The Westmoreland Union Manor Retirement Center on McLoughlin Boulevard.

Westmoreland Park

Crystal Springs travels through Westmoreland Park and feeds both Westmoreland Pond and the casting pool. Large numbers of waterfowl use the streams and ponds as part of their year-round residence in the Crystal Springs and Oak Bottom area. The creek is channelized through the park, but the edges are caving in many places. Only the pond has plantings for wildlife habitat on the eastern edge.

Challenges facing the neighborhood at Westmoreland Park are:

- Restoring stream banks and riparian areas
- Increasing storage capacity to accommodate winter flows in Crystal Springs Creek
- Improving wildlife habitat characteristics

Crystal Springs Residential Area

The Crystal Springs residential area consists of the houses along the creek from the point where it exits at the south end of Westmoreland Park to its confluence with Johnson Creek. The stream leaves the park near Lambert Street. The SMILE fish hatchery is located just across from the park in this area. The stream passes through private property to 21st Avenue where it takes over the right-of-way between Spokane and Tacoma Streets. It passes under Tacoma in a culvert and runs next to the roadway on 21st from Tacoma to Tenino. It crosses under 21st and continues on through



Crystal Springs Creek along SE 21st Avenue south of Tacoma Street.

backyards and under streets and bridges to Sherrett Street, where it passes on the west side of a home and enters Johnson Creek Park. The stream runs through the park and joins Johnson Creek near the south end of the park.

Challenges facing the neighborhood in the Crystal Springs residential area are:

- Maintaining individual enjoyment of the stream amenity while promoting public consciousness regarding stream restoration and habitat enrichment
- Preserving the SMILE fish hatchery

Willsburg

The Willsburg area is the western edge of the town of Willsburg, which dates from the 1800s in the McLoughlin Boulevard-Johnson Creek area, south of Tacoma Street. Johnson Creek passes through residential, commercial and industrial properties, often in a degraded condition with debris dumped in the stream bed. The creek crosses at road level at the foot of Sherrett Street, passes through to the east of a single residential unit, and enters Johnson Creek Park. Crystal Springs joins Johnson Creek at the south end of the park, and the stream continues through residential properties to the industrial area on Ochoco and then passes on to Milwaukie where it empties into the Willamette. The area consists of industrial and commercial properties, a scattering of older houses and a large project operated by the federal Department of Housing and Urban Development (HUD).

Challenges facing the neighborhood in the Willsburg area are:

- Recognizing the historic significance of Willsburg
- Creating more opportunities for access to the creek and building awareness and appreciation for Johnson Creek
- Incorporating higher density housing near the future high-capacity transit station, while preserving stream habitat and protecting floodplain storage capacity
- Increasing the residential and/or commercial development that utilizes the assets and pleasures of the creek environment

Desired Character

Crystal Springs and Johnson Creek set the tone of the subarea as a rich natural resource area in an urban setting. The Crystal Springs subarea should enhance and strengthen the unifying character of the stream corridor by employing natural materials in building construction, providing views of the stream and, where possible, public access points. All development should be designed to protect the habitat value of the watershed.

High-density concentrations in the area should focus on transit-oriented development, which is conducive to walking, bicycling and mass transit rather than automobile use. Floodplain and watershed concerns should be primary considerations in any development proposal and may limit density in some situations.

Policy IX: Caring for Crystal Springs

Foster community care and respect for the Crystal Springs environment.

Objectives:

1. Protect the Crystal Springs greenspaces and preserve wildlife habitat
2. Increase public access to Crystal Springs and Johnson Creek

Action Chart: Crystal Springs

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/ PROGRAMS					
CS 1	Promote restoration of the habitat value of Johnson Creek and preserve the purity of Crystal Springs by maintaining environmental zoning regulations and observing floodplain guidelines.					BES Planning SMILE
CS 2	Continue to support the SMILE fish hatchery program.					SMILE
CS 3	Preserve and enhance natural resources at Johnson Creek Park as part of the overall restoration of Johnson Creek.					Parks BES
CS 4	Retain environmental zoning and consider strengthening protection of the stream through a possible Crystal Springs area amendment to the Johnson Creek Plan District.					Planning BES
CS 5	Apply Johnson Creek Plan District 100 year floodplain regulations to the Sellwood portion of the Johnson Creek Plan District.					BOP
CS 6	Pursue public/private partnerships for stream enhancement and restoration.					BES
CS 7	Establish cleanup and adoption of portions of the streams.					BES SMILE
CS 8	Establish special rules to limit stormwater pollution near the creek from multidwelling units, commercial and industrial uses.					BES
CS 9	Team with Clackamas County/Milwaukie for stream restoration and zoning solutions.					BES
CS 10	Educate property owners regarding conservation, native planting, fish habitat, etc.					SMILE
CS 11	Establish a Friends of Crystal Springs group.					SMILE
CS 12	Request that PDOT identify SE 21st as a bicycle and pedestrian route while retaining on-street parking.					SMILE
CS 13	Connect Crystal Springs Corridor with the Springwater Corridor Trail, the 40 Mile Loop, and Willamette Greenway.					Parks Metro
CS 14	Reassess zoning and Comprehensive Plan designations once the BES study and the study for south corridor light rail alignment are complete.					BOP

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Recommended Sellwood-Moreland Neighborhood Plan

October 1, 1997

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NORTH END

The North End is a residential area that is bordered by Milwaukie Avenue on the west, McLoughlin on the east and north, and Reedway on the south. The area has a significant concentration of multidwelling units in a mix of styles, and some newer housing. Some courtyard apartments offer pleasing alternatives to motel-style units, which fail to develop a beneficial relationship to public streets and sidewalks. None of the complexes are more than two to three stories. The street wall patterns are broken by parking lots near the apartments, churches and businesses in the area. The North End also contains a larger than usual assortment of small cottages, possibly houses for railroad workers, and offices, clustered at the end of Milwaukie Avenue. Some houses in the area date from the neighborhood's earliest plats, in the early 1880s.



North End residential area, looking east along Harold Street, with the Brooklyn Yard railroad facility in background.

Services are limited in the North End and pedestrian access is difficult because of heavy traffic and lack of adequate sidewalks on some streets. The only park facility is the northern entrance to Oaks Bottom. The North End also includes a major gateway into the neighborhood, the Milwaukie overpass over McLoughlin, and the former Vocational Village school site. Commercial sites on McLoughlin include a nude dancing bar, billiards supply wholesaler, and a gas station/car wash. There are no grocery stores in this area. A high-capacity transit station is planned for the area just north of McLoughlin.

Challenges facing the neighborhood in the North End are:

- Providing more services and amenities for residents in the area
- Improving multifamily housing to provide for greater livability
- Attracting more neighborhood-oriented commercial development on McLoughlin

Desired Character

The North End should be a compact area with a full complement of amenities to serve residents, including retail outlets, pedestrian and bicycle paths, a pocket park and good, direct transit connections. Development should be designed to encourage walking, bicycling and transit ridership. The core of historic older homes should be protected, with only compatible infill allowed. The outer edges of the area, along transit corridors, should be built more densely to create more substantial, well-designed buildings, with parking below ground or behind the building and pedestrian plazas or courtyards in front. The northern gateway into the North End should have a mixed-use transit-oriented development, taking advantage of Willamette River and Oaks Bottom views and a prominent location at the intersection of major transportation corridors.

Policy X: North End: A New Neighborhood Center

Encourage the emergence of a new neighborhood center in the North End which will become the focal point for transit and pedestrian-oriented residential, commercial and employment uses.

Objectives:

1. Provide opportunities for commercial and mixed-use development oriented to local shopping and employment needs
2. Provide for housing redevelopment at densities that support a nearby high-capacity transit station, and support retail stores and services in the neighborhood center
3. Protect and preserve areas with potential to be listed as an historic district
4. Provide safe pedestrian access across McLoughlin to the transit station
5. Provide a community gathering space in the North End

Action Chart: North End

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
NE 1	Consider creating a historic conservation district in the North End.					SMILE Planning
NE 2	Create a pocket park with a play area for the North End.					Parks
NE 3	Attract services, especially a grocery store, to locate in the North End.					SMILE SMBA
NE 4	Create a visual symbol to denote the neighborhood gateway at the Milwaukie Avenue overpass.					SMILE
NE5	Encourage the redevelopment of strategic locations such as the Vocational Village site at Milwaukie and McLoughlin as mixed, high-density residential and neighborhood-oriented commercial uses.					SMILE

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RESIDENTIAL AREAS

Westmoreland

Originally part of the Ladd Estate, the Westmoreland area was opened to development in 1909. Most of the housing was built in the 1920s and 1930s and includes a large number of bungalow-style homes. Many streets are lined with massive old trees that arch over the roadway in spring and summer, creating a peaceful, shady residential corridor, good for strolling or bicycle riding. The Milwaukie Avenue commercial area provides a wide variety of services at walking distance. Westmoreland Park offers active and passive recreational opportunities. Automobile and mass transit services are both convenient and accessible.

Challenges facing the neighborhood in the Westmoreland area are:

- Maintaining quality housing stock
- Preserving neighborhood stability
- Curbing congestion on Bybee and on 17th
- Preserving existing street trees and planting new trees where needed
- Recognizing the neighborhood gateway at the Bybee overpass



Seventeenth Avenue in the Westmoreland residential area.

City View

The City View area is named for the old City View Race Track, located near the present site of Sellwood Park in the 1800s. The area is west of Milwaukie Avenue and extends from Ellis, south to Miller and west to the river edge. Housing is a mix of cottages, farm houses, bungalows, four-squares, and a few ranch-style homes. Near Sellwood Park, along Sellwood Boulevard and on 13th Avenue to the west of Llewellyn School, there are many large and impressive older homes. The Llewellyn School yard serves as a playground and open space and the Portland Memorial Mausoleum grounds also serve as a park or garden feature in the neighborhood. Among the notable structures are the buildings at Sellwood Park, designed by Ellis Lawrence, and the John Pipes home at 13th and Carlton, designed by Wade Pipes. The area is also close to Milwaukie Avenue businesses and convenient transit service. Vistas of the river, Oaks Bottom and downtown Portland are available from a number of points.

Challenges facing the neighborhood in the City View area are:

- Maintaining quality housing stock
- Preserving neighborhood stability
- Increasing pedestrian access to Oaks Bottom
- Increasing pedestrian safety on Milwaukie Avenue

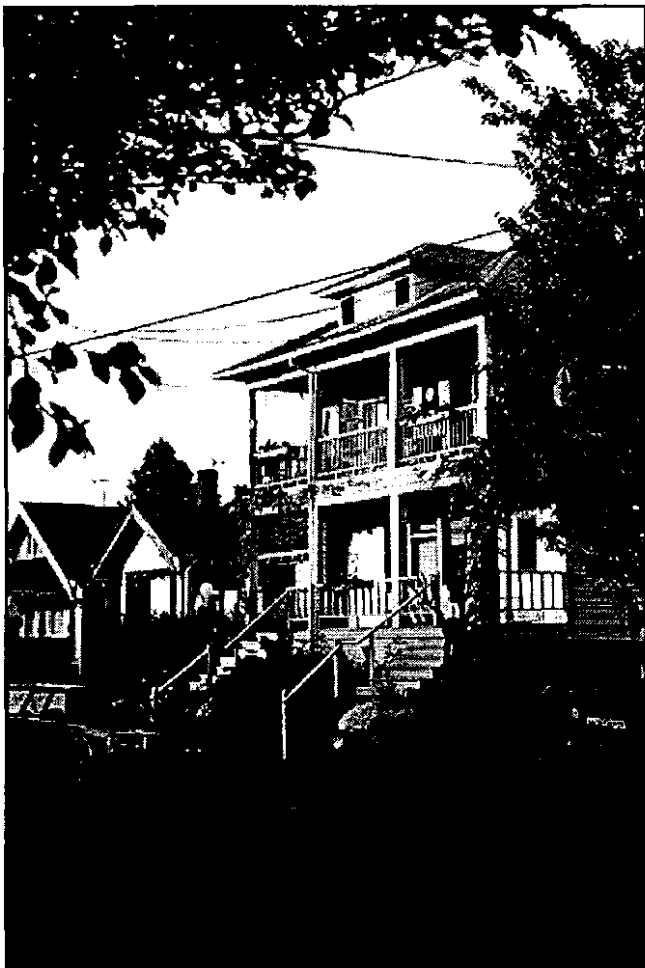


City View residential area, looking east on Sellwood Boulevard.

Sellwood

The Sellwood area was platted in 1882, and was incorporated as the City of Sellwood between 1887 and 1893. It lies south of Miller, to Ochoco Street, and extends from the river edge east to 21st Avenue. Most of the homes (about 75 percent) were built before 1930. Only about 10 percent are post-1968 infill, but this number is rapidly changing as townhouses are replacing some of the smaller, less-valued housing units. Often these are among the oldest remaining homes. Styles of houses are a mix of all types, ranging from Victorian to ranch style and from rooming houses to motel-style apartments.

The area encompasses the 13th and 17th Avenue commercial areas, but does not have many neighborhood-oriented services. A unique streetcar-related complex at the south end of 13th includes buildings from the electric railway at Linn, an 1880s brewery at Marion and railway workers' rooming houses at 10th Avenue. Tacoma Street creates a major barrier with few safe or convenient pedestrian crossings. Sellwood Middle



Multifamily housing in Sellwood residential area.

School, on Umatilla Street, serves youth in the neighborhood and beyond. St. Agatha's School, on 15th at Miller Street, has developed a regional draw for kindergarten through eighth grade. Children attending both schools must cross Tacoma Street in the morning and afternoon.

Challenges facing the neighborhood in the Sellwood area are:

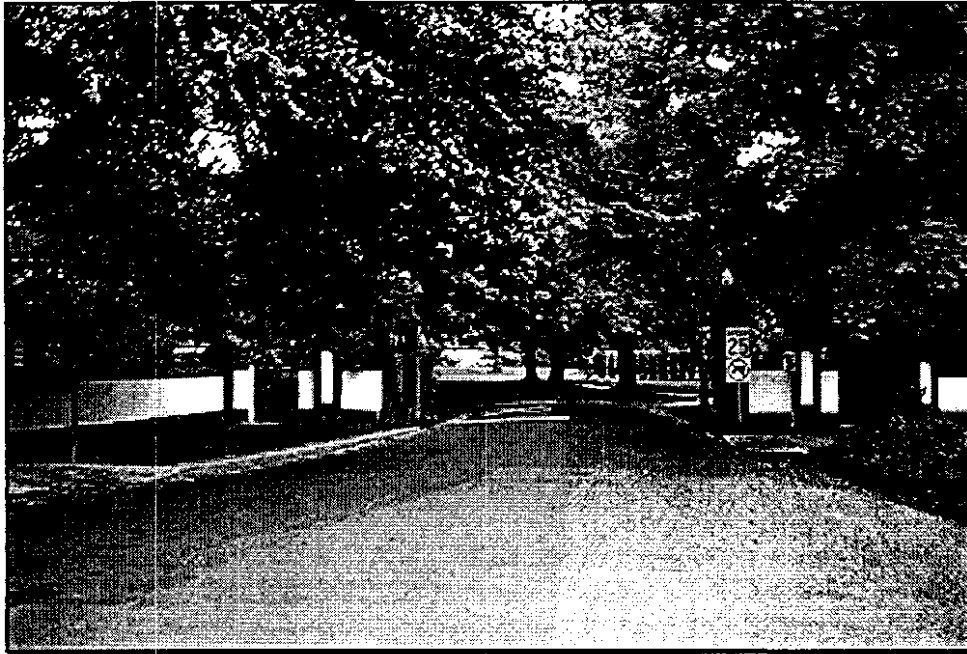
- Maintaining quality housing stock
- Preserving historic character
- Preserving neighborhood stability
- Increasing pedestrian safety on Tacoma, 13th and 17th
- Maintaining Sellwood Park as a place that serves the neighborhood
- Establishing standards for infill development
- Keeping up the condition of rental housing

Garthwick

Garthwick is a residential area, south of Ochoco Street, that is bounded by 17th on the east, 13th on the west and Waverley Golf Course on the south. The area was developed with larger (10,000 to 20,000 square foot) lots. Homes date from the 1920s to 1950s, and many are Tudor/English country style. They are sited on quiet winding streets, named after English country estates and lined with mature trees. Most lots have wide lawns and well-tended landscaping. The development has a wall or a fence on all sides, with formal entries set off by gate posts at 13th and 17th. The Portland Traction Company railroad runs along the northern edge of the development.

Challenges facing the neighborhood in the Garthwick area are:

- Maintaining quality housing stock
- Preserving neighborhood stability
- Keeping connected to the larger neighborhood
- Attracting neighborhood services that are within walking distance



Garthwick Gates, immediately south of Ochoco Street on the west side of 17th Avenue.

Desired Character

These areas should preserve their character as residential communities where houses face the street and have porches and other semipublic areas that promote neighborhood interaction. Infill should match the historic character of each residential subarea. Street trees, which promote pedestrian activity, help to preserve the natural quality of the neighborhood environment, shade and cool the streets, and reduce air pollution should be preserved. New trees that will grow to match the older trees in stature should be added. The residential areas should remain pedestrian-oriented areas where auto-dominated structures, including houses which have a garage as the predominant feature of the front facade, are not allowed.



Residence in Sellwood on 13th Avenue south of the commercial area.

Policy XI: Residential Areas

Preserve the predominantly pedestrian scale and design of the neighborhood's residential areas, emphasizing the street as an important public open space element.

Objectives:

1. Ensure a mix of housing units to serve the needed range of types, sizes and income levels that will accommodate a socially and economically diverse neighborhood population
2. Designate existing business areas, transportation corridors, transit stations and activity centers as the appropriate locations for concentrating higher density residential and mixed-use zones

Action Chart: Residential Areas

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/ PROGRAMS					
RA 1	Maintain and upgrade affordable rental housing units.					BHCD
RA 2	Support public and private programs that aid in repair, weatherization and other improvements for low and moderate income residents.					BHCD
RA 3	Ensure that transit stations (bus and high-capacity transit) are the focus of zones for mixed-use and higher density residential development.					SMILE
RA 4	Participate in the south/north high-capacity transit alignment and station design process, to identify potential station locations that have adjacent redevelopment opportunity sites.					SMILE
RA 5	Establish design standards for residential areas.					Planning
RA 6	In identified mixed-use districts, encourage buildings that contain both commercial and residential uses.					SMILE SMBA
RA 7	Create a tree planting plan for the neighborhood's residential areas which identifies streets that are deficient in street trees.					Parks SMILE

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

ENVIRONMENT & GREENSPACES

The parks and natural resource areas that are so abundant in the neighborhood help to shape the community and to define its character. The Willamette River and Greenway zone form the western boundary of the neighborhood. Layered in along the river are Sellwood Riverfront Park, Sellwood Park, Oaks Park and Oaks Bottom Wildlife Refuge. Ross Island and Hardtack Island lie at the north tip of the neighborhood. Crystal Springs passes through the northeast part of the community. At Westmoreland Park, the springs form ponds that provide habitat for waterfowl. At Johnson Creek Park, Crystal Springs feeds into Johnson Creek. The creek continues from just south of Harney Street to the edge of the neighborhood, passing under Ochoco Street, to flow into the City of Milwaukie and join the Willamette. Outside the neighborhood, on its eastern and southern borders, lie many additional acres of open space. To the east are Crystal Springs Rhododendron Garden and Eastmoreland Golf Course. To the southeast is the Springwater Corridor and to the south is the Waverley Golf Course and Country Club.

Sellwood/Moreland Greenspaces

- The Willamette River Greenway
- Oaks Bottom Wildlife Refuge
- Sellwood Riverfront Park
- Sellwood Park
- Sellwood Bluff
- Oaks Park
- Crystal Springs
- Westmoreland Park
- Johnson Creek
- Johnson Creek Park
- Springwater Corridor/40 Mile Loop

Policy XII: Environment and Greenspaces

Foster community care and respect for the environment.

Objectives:

1. Create more opportunities for interaction with the natural environment
2. Protect neighborhood greenspaces and preserve wildlife habitat
3. Promote the "urban forest" in Sellwood-Moreland
4. Strengthen the neighborhood's natural environment by creating linkages between existing greenspaces and natural resource areas with corridors of natural plantings (Areas might include: historic Portland Traction Company corridor, Willamette River, North End of Oaks Bottom near Mitchell/Milwaukie, Johnson Creek, and Crystal Springs Creek)
5. Guard against inappropriate use and storage of toxic materials and pollutants
6. Connect the Greenway Trail with the Springwater Corridor through the Sellwood-Moreland neighborhood

Action Chart: Environment and Greenspaces

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
EG 1	Promote the use of native plants and elements of wildlife habitat in future development and rehabilitation projects.					BES SMILE
EG 2	Use trees and landscaping to incorporate natural elements into pedestrian zones and bike paths.					SMILE Parks
EG 3	Preserve existing trees, especially significant and notable trees.					SMILE Parks - Urban Forestry Division
EG 4	Introduce more street trees.					SMILE Parks
EG 5	Create an accessible pathway system.					SMILE Parks
EG 6	Educate neighbors on proper ways to store and dispose of toxic materials and pollutants.					SMILE Metro
EG 7	Connect the Greenway Trail with the Springwater Corridor through the Sellwood-Moreland neighborhood.					Parks

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TRANSPORTATION

Neighborhood residents cite traffic congestion, speeding, cut-through traffic and pedestrian safety as major transportation issues. The City of Portland has adopted the McLoughlin Neighborhoods Project to resolve these issues. A status report and list of proposed future projects is included in the appendix of this plan.

The major transportation infrastructure changes that will impact the neighborhood in the next 10 to 20 years are expected to be 1) the possible replacement of the Sellwood Bridge and 2) the building of the south/north light rail transit line (discussed in the McLoughlin edge policy section).

The City's overall policy direction regarding the Sellwood Bridge is specified by the Transportation Element of the *Comprehensive Plan*. The Transportation Element discourages construction of a regional bridge facility which exacerbates the problems of commuter traffic through Sellwood-Moreland:

Policy 6.23 South of Portland River Crossing

A new bridge crossing the Willamette River should be located south of the City of Portland to serve suburban travel demand between Clackamas and Washington Counties. The Sellwood Bridge should also be replaced, but be designed to connect Southeast and Southwest Portland.

Policy XIII: Transportation

Provide for the safe movement of people and goods, while preserving, enhancing or reclaiming the neighborhood's livability.

Objectives:

1. Retain a bridge crossing which connects Sellwood and southeast neighborhoods to southwest neighborhoods. Avoid increasing traffic capacity for a regional facility
2. Enhance or expand accessibility across the Willamette River for pedestrians, bicyclists and transit
3. Support high-capacity transit serving those living in Sellwood-Moreland
4. Enhance the neighborhood's pedestrian environment along Tacoma

Action Chart: Transportation

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
TR 1	Support CIP funding and implementation of the McLoughlin Neighborhood Project Implementation Strategy.					PDOT SMILE
TR 2	Contact BTM about the inappropriate truck use of Harold Street.					SMILE
TR 3	Encourage pedestrian and bicycle transportation and transit ridership by participating in the design and development of the south/north high-capacity transit system to ensure convenient neighborhood access to high-capacity transit stations.					SMILE PDOT
TR 4	Support development of river access transportation (water taxis).					SMILE
TR 5	Support existing on-street parking on Tacoma Street during off-peak hours.					SMILE
TR 6	Investigate future use of the current Sellwood Bridge structure as a pedestrian, bicycle and possibly bus crossing segregated from vehicular traffic.					Multnomah County PDOT

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COMMUNITY SERVICES

Sellwood-Moreland has maintained the feeling of a small town. Neighbors have attributed this to the fact that almost anything they need is within walking distance. These needs are met by the community services that are found in the neighborhood, as well as by the diverse business community. Service providers in Sellwood-Moreland are eager to provide for the needs of an even wider group of residents and to improve the already strong offerings to be found in the area.



The Sellwood pool and poolhouse, designed by Ellis Lawrence, built between 1910 and 1914.

Policy XIV: Community Services

Enhance the Sellwood-Moreland neighborhood's sense of community.

Objectives:

1. Cultivate a strong sense of belonging and participation in a unique village community
2. Retain and strengthen a mix of uses and activities - residential, commercial, employment, recreational, institutional, and social



Llewellyn Elementary School, SE 14th and Carlton.

Action Chart: Community Services

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
CS 1	<p>Develop educational, recreational and cultural opportunities within the neighborhood. Encourage sponsorship and participation in neighborhood activities by individuals, businesses and groups.</p> <ul style="list-style-type: none"> Promote public participation in neighborhood activities. Encourage joint projects involving churches, schools and service agencies, especially those promoting educational and environmental awareness and cultural diversity Increase opportunities for participation in projects that increase public awareness and support for environmental values within the neighborhood and greater community (e.g. regional and neighborhood cleanup campaigns, creek and natural area maintenance/ enhancement, workshops on recycling, organic gardening, composting, etc.). 					SMILE
CS 2	<p>Broaden the use of meeting spaces at businesses, neighborhood schools, churches and recreational facilities for intergenerational activities.</p> <ul style="list-style-type: none"> Organize family-night activities. Organize after-school activities. Organize exchange programs between schools and retirement facilities. Encourage adopt-a school partnerships with area businesses. 					SMILE
CS 3	<p>Provide for the daycare needs of families, for both children and adults. Encourage efforts among residents, agencies, schools, churches, businesses and other organizations to provide daycare facilities.</p>					SMILE
CS 4	<p>Create an effective neighborhood communication network. Produce a neighborhood calendar each year, listing planned neighborhood activities and neighborhood facts of interest.</p> <ul style="list-style-type: none"> Assemble a welcome packet for newcomers to the neighborhood. Maintain an inventory of social services with an annual update cycle. 					SMILE

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
CS 5	Invite Fire Bureau personnel to neighborhood meetings to discuss fire and life safety issues.					Bureau of Fire, Rescue & Emergency Services
CS 6	Include fire and accident prevention tips in neighborhood newsletter.					Bureau of Fire, Rescue & Emergency Services

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PUBLIC SAFETY & CRIME PREVENTION

The Sellwood-Moreland neighborhood has a relatively low crime rate. Most crimes are those committed against property, not persons. In 1994 a community policing station was established at the Sellwood Center on Milwaukie and Tenino, neighborhood watch programs were expanded, and a neighborhood foot patrol was started.

Policy XV: Public Safety and Crime Prevention

Maintain a safe neighborhood for people and property.

Objectives:

1. Work with Portland police to retain community policing stations and crime prevention programs
2. Broaden and expand the involvement of residents and businesses in maintaining awareness of fire and life safety issues

Action Chart: Public Safety & Crime Prevention

#	Actions	Time				Implementors
		Adopt with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS/PROGRAMS					
PS 1	Continue to involve residents in block watch programs to prevent crime. Establish and/or reactivate block and business watch programs.					SMILE
PS 2	Maintain an active community policing contact office.					Police
PS 3	Recruit volunteers to provide crime prevention information and assist with public safety activities.					Police
PS 4	Urge residents and business owners to remove graffiti immediately.					SMILE
PS 5	Train residents to recognize signs of gang activity and report them to the appropriate department of the police bureau.					SMILE
PS 6	Develop public safety programs at neighborhood schools (walk, talk, squawk; bicycle registration etc.)					Police
PS 7	Promote Crime Prevention through Environmental Design (CEPTED) concepts.					Police

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V. APPENDICES

Appendix A

**Selected Population Information for
Sellwood-Moreland Neighborhood**

Selected Population Information for Sellwood-Moreland Neighborhood

Population Growth and Household Composition

In 1996, approximately 11,415 people were living in Sellwood. While the neighborhood's population has fluctuated since 1940, the number of households has increased every decade since that year. Today, there are approximately 5,400 households within Sellwood. Sellwood's population has grown by nearly 5 percent since 1980 and continues to rise (See Table 1).

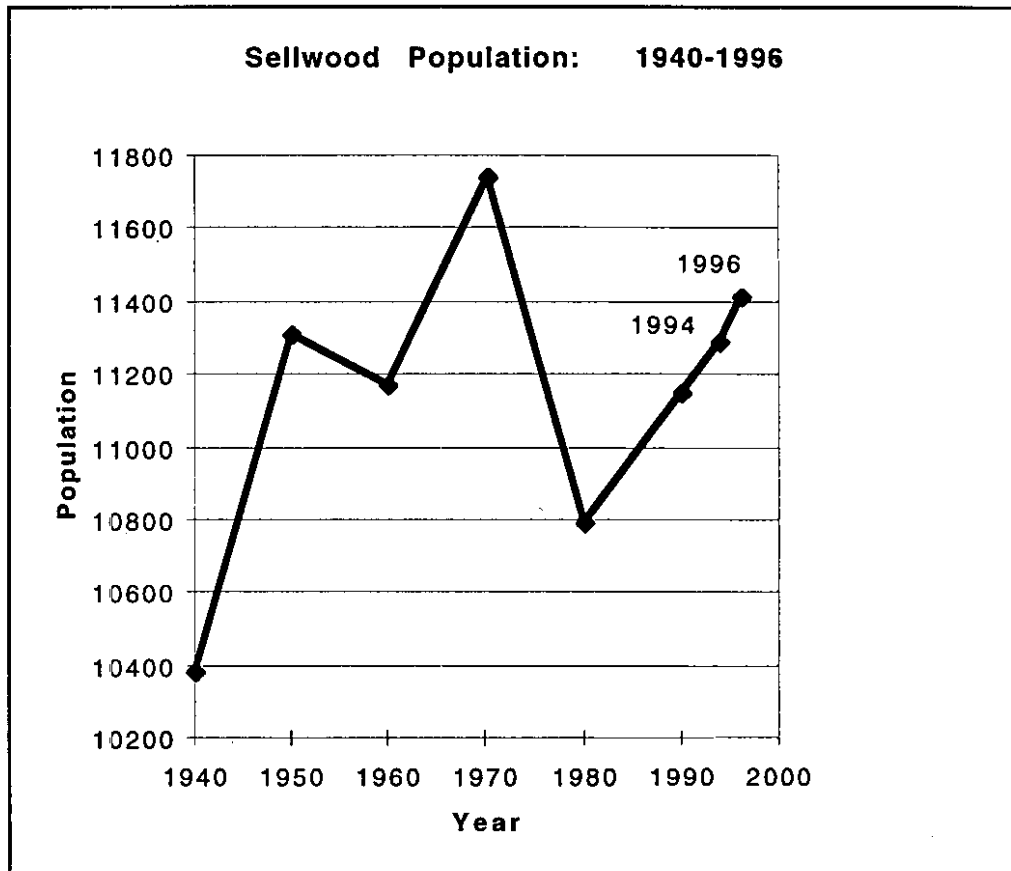


Figure 1

Over the last fifty years, there has been a dramatic shift in the way people in Sellwood, and throughout Portland, live. Today, people tend to live in much smaller households than they did 50 years ago. In 1950, only 49 percent of Sellwood's households had fewer than three people—by 1990, 75 percent of Sellwood's households were this small. While Sellwood's population has grown by a total of only 1 percent since 1950, these residents occupy 41 percent more housing units today than they did in 1950. (Note: Sellwood lost 8 percent of its population between 1970 and 1980.)

Sellwood household sizes have grown slightly since 1980, but they show no signs of increasing to their 1970 sizes—the average household size in Sellwood has hovered at around 2.1 persons per household since 1980.

Table 1: Sellwood Population, Households, and Household Size:
1940-1996

Year	Population	% Change	Households	% Change	Number of Persons/HH
1940	10,382	n/a	3,706	n/a	2.80
1950	11,312	9.0%	3,864	4.3%	2.93
1960	11,172	-1.2%	3,987	3.1%	2.80
1970	11,745	5.1%	4,725	18.5%	2.49
1980	10,792	-8.1%	5,229	10.7%	2.06
1990	11,147	3.3%	5,297	1.3%	2.10
1994	11,288	1.3%	5,309	0%	2.13
1996	11,415	1.1%	5,433	2.3%	2.10

Transportation Types Used by Sellwood Residents

In 1990, just over 69 percent of Sellwood's working residents drove alone to their jobs. This was slightly above the city-wide average of 66 percent. The percentage of residents driving alone to work has increased since 1980. The lower percentage of single occupancy vehicle use in 1980 is due, in part, to the oil embargoes of the seventies which caused people throughout the US to rely more heavily on alternative modes of transportation.

In 1990, Sellwood averaged 1.3 cars per household. This is lower than the city-wide average of 1.39. This lower average is due, in part, to the large number of seniors and one person households in the neighborhood.

Table 2: Travel Mode to Work Among Persons Aged 16+:
1980-1990

Primary Mode to Work	1980	1990	% Change
Single-Occupancy Vehicle	59%	69%	32%
Carpool	17%	13%	-17%
Transit	15%	10%	-20%
Walk	5%	3%	-96%
Work at Home	2%	3%	73%
All Other	3%	1%	-62%

Housing Tenure

In 1990, 48 percent of the housing units in Sellwood were owner occupied. This is slightly below the city-wide average of 53 percent. The owner occupancy rate stayed very stable in Sellwood between 1980 and 1990.

Crime Rate

In 1996, Sellwood's per capita crime rate was lower than that of the whole of East Portland Plan Area. (Sellwood had 95.8 crimes per thousand residents; East Portland Community Plan Area had 100.5 crimes per thousand residents). The number of total crimes reported in the Sellwood neighborhood decreased by 2 percent between 1990 and 1996.

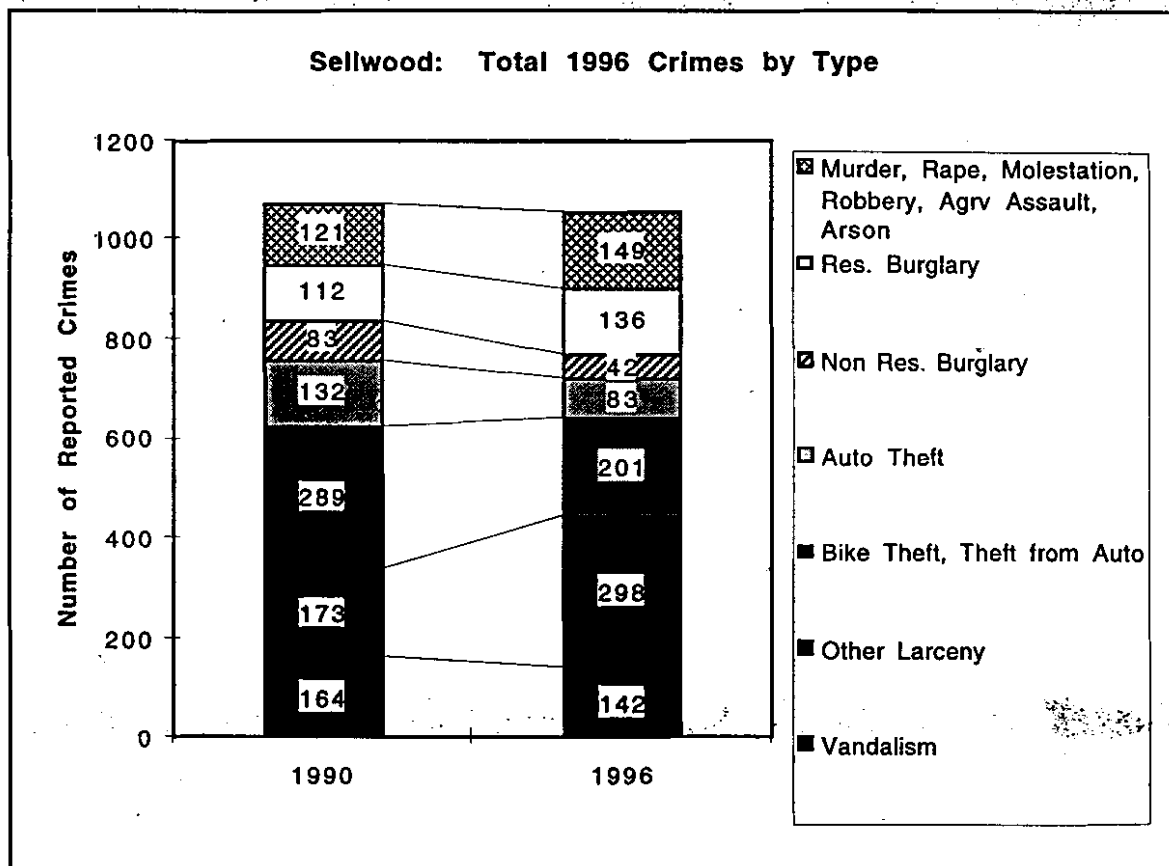


Figure 2

Selected Demographics

Race

In 1990, the population of Sellwood was primarily white. While the percentage of non-white residents has increased slightly since 1980, there was a smaller percentage of these race categories in Sellwood than in the city as a whole.

Table 4: Sellwood Population by Race: 1980-1990

Race	1980	1990	% change
White	94.53%	92.82%	-0.1%
Black	0.84%	1.86%	85.5%
American Indian, Eskimo & Aleut	0.72%	0.55%	18.0%
Asian & Pacific Islander	2.26%	4.05%	319.4%
Other Race	1.65%	0.72%	-55.7%

Age

In 1990, over 17 percent of Sellwood's residents were 65 years of age and older—this is a larger percentage than in the city where seniors composed just over 14 percent of the population. The percentage of Sellwood's population older than 65 has declined since 1980.

Table 5: Sellwood Population by Age Compared to Portland: 1990

Age group	Sellwood	Portland
Less than 5 years	5.64%	5.35%
5-17 years	13.67%	14.15%
18-34 years	28.18%	27.45%
35-64 years	33.86%	36.83%
65 years or older	17.22%	14.59%

Income

In 1996, Sellwood's median household income was 32,678 dollars. This is higher than the median incomes of the majority of East Portland's neighborhoods. Between 1980 and 1996, Sellwood saw an increase in real median income of about 25 percent—a greater increase than any other neighborhood in the East Portland Plan area.

Table 6: Sellwood Median Income: 1980-1996

Type of Income	1980	1990	1996	% change
Nominal Income	\$13,041	\$25,449	\$32,678	150%
Real Income (1996 dollars)	\$26,043	\$32,498	\$32,678	25%

Education

In 1990, 84 percent of Sellwood residents over the age of 24 had graduated from high school and 60 percent had some college experience. This is slightly below the city wide averages of 87 percent and 60 percent respectively. Like the city as a whole, educational levels rose between 1980 and 1990.

Table 7: Sellwood Population Aged 25+ by Education Level: 1980-1990

Level of Education	1980	1990	% change
High School Graduates	70%	84%	29%
Persons with some college	39%	60%	65%

A Note about data sources:

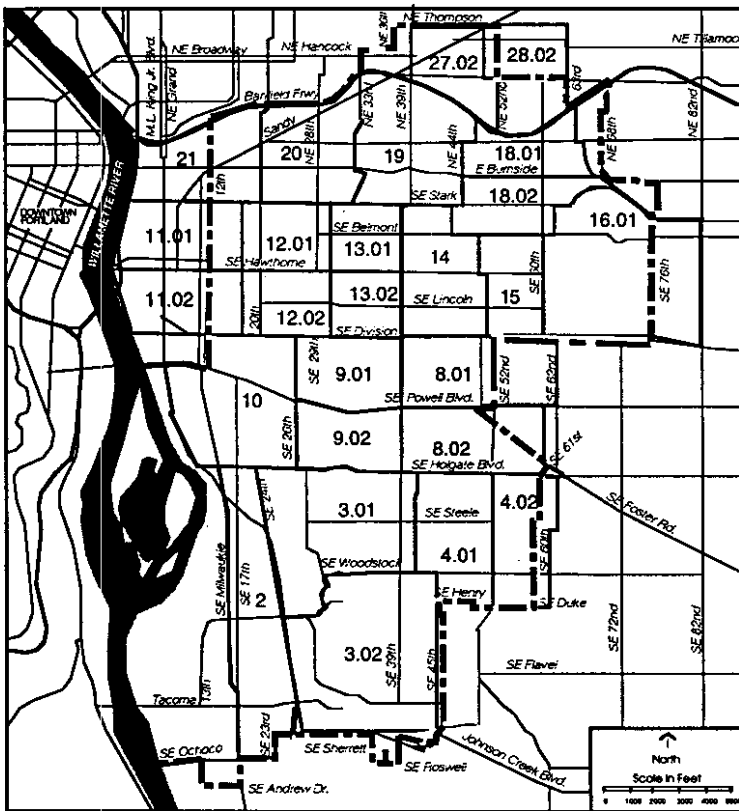
Population and Household Composition data for Sellwood is calculated from whole census tracts 1.00 and 2.00 for 1940-1990. This area includes Sellwood, Ross Island, and the area of Brooklyn south of Holgate. 1994 data is from an estimate of these census tracts provided by Metro. 1996 data is an estimate provided by CACI Data Systems for the Sellwood neighborhood.

Race, age, housing tenure, transportation, and education data are from the neighborhood profiles prepared by the Center for Population and Census Research at Portland State University based on 1990 Census data.

Crime data is from neighborhood statistics maintained by the City of Portland Police Bureau.

Nominal median income is from Neighborhood Profile data for 1980 and 1990, and a CACI Data Systems estimate of median income in 1996. Real median income has been adjusted to 1995 dollars using the consumer price index as a measure of inflation.

"East Portland Area" refers to whole census tracts 1,2,3.01,3.02, 4.01, 4.02, 8.01, 8.02, 9.01, 9.02, 10, 11.01, 11.02, 12.01, 12.02, 13.01, 13.02, 14, 15, 16.01, 18.01, 18.02, 19, 20, 21, 27.02, and 28.02. (see map)



- East Portland Community Plan Census Tracts**
- East Portland Community Plan Boundary
 - Census Tract Boundary
 - Area Outside of Plan Area Included In Analysis
 - Area Inside of Plan Area Excluded from Analysis

Appendix B

**SMILE Neighborhood Plan/
McLoughlin Neighborhoods Project**

May 28, 1997

MEMORANDUM

TO: Mark Bello, Planning Bureau
FROM: Rich Newlands, Transportation Planning

SUBJECT: SMILE Neighborhood Plan/McLoughlin Neighborhoods Project

Attached is the McLoughlin Neighborhoods Project Implementation Strategy approved by the SMILE and Brooklyn Neighborhood Associations and adopted by City Council in July of 1995. The Strategy was developed to clarify the steps that need to be taken in order to implement the recommended transportation improvement projects contained within the original McLoughlin Neighborhoods Project report (1983). These steps include timing (phasing), planning process, funding, and responsibilities.

The original project proposed a package of transportation improvement projects to address the impacts of regional through traffic related to McLoughlin Boulevard and the Sellwood Bridge on the Sellwood-Moreland and Brooklyn neighborhoods.

cc: Monique Wahba, Transportation Planning

SECTION III

RECOMMENDED IMPLEMENTATION STRATEGY

PROCESS

The conclusions of the technical and policy evaluation discussed in the previous section updated and verified the continued need for traffic management devices to address McLoughlin corridor traffic on neighborhood streets. The following Recommended Implementation Strategy was developed to clarify the planning, timing (phasing), funding, approval processes, and program responsibilities to coordinate and move forward the conceptual solutions outlined in the Draft McLoughlin Neighborhoods Projects report to implementation.

Phasing is a key component in the development of the Strategy. The 1983 report allowed for phasing of projects due to various technical prerequisites, which since that time now have been completed. However, phasing of elements within the McLoughlin Neighborhoods Project is still essential due to the current operating environment of constrained fiscal resources for transportation improvements which creates significant competition among projects City-wide. A Technical Advisory Committee was assembled to review and recommend a strategy which would ensure the support and coordination from the City Bureaus. The Strategy was then presented to interested and involved neighborhood organizations and groups for their review and input.

The main goals of the Strategy are to:

- Maximize the efficiency of project implementation;
- Assure coordination with other projects in the area;
- Achieve support from PDOT/City to complete the projects; and
- Provide public outreach - citizen involvement, distribution of information and consensus building.

The structure of the Strategy is based upon the following four criteria:

- Policy conformance and technical justification:
- Neighborhood priorities, within the Project:
- Availability of funds/cost: and
- Complexity of work remaining

The "policy conformance and technical justification" criterion refers to both the updating process discussed in the previous section and also further specific analysis related to individual projects. The first step in structuring a phasing plan requires that the specific problem each Project element was originally designed to address is still justified from a technical standpoint, and still complies with City

policy. The previous technical and policy evaluation provided only verification of the general traffic conditions which were originally identified as responsible for the specific problems related to each Project element. If further technical analysis shows updated traffic conditions associated with individual problems are no longer significant or substantially similar to the conditions analyzed in 1983, then these projects will be removed from further project development.

The second criterion used for the phasing plan of elements contained within the Project is "neighborhood priorities". Through the identification and ranking of local transportation priorities by the neighborhood associations, new problems or issues not specified in the 1983 report were also identified. For the purposes of developing the Strategy, these new problems and potential new projects will be assumed at this point as related to McLoughlin corridor traffic and have been preliminarily included within the scope of the Project's remaining work.

However, prior to proceeding further on new projects, findings must be documented through technical and policy analyses that the recommended new projects comply with overall program goals of the McLoughlin Neighborhoods Project. The new projects must be found to be related to corridor traffic infiltration on local streets or traffic diversion impacts related to other projects within the program. If these proposed new projects are found to not qualify within the McLoughlin Neighborhoods Project, alternative planning and funding programs will be identified by the City. The four new projects are:

- 14th Avenue north of Bybee: cut-through traffic on local streets;
- 13th Avenue north of Rex Street: speeding and pedestrian safety;
- Oaks Park Access Road: park access, congestion, and pedestrian/bicycle safety related to Tacoma Street traffic; and
- Tacoma Corridor Plan: a multi-modal improvement plan for Tacoma with a focus on pedestrian accessibility and crossing issues.

Additional new issues related to traffic conditions in the study area should be coordinated with all further work on the McLoughlin Neighborhoods Project, but studied and funded separately from this program.

The third criterion, "availability of funds", refers to whether there is currently specified funding available to move individual projects forward, or whether a funding source needs to be determined. This criterion reflects the need of a phasing element as part of the Strategy to address the general funding limitations of the City on an annual basis and the unpredictable nature of being able to commit resources over future multiple years.

The final criterion, "complexity of work remaining", pertains to the level of analysis required to evaluate the project design or to coordinate with other projects with difficult implementation issues. Some of the projects require extensive analysis, are

potentially inseparable from multiple other projects or are inseparable from other projects of significant scale in terms of cost or geographic extent.

PHASING

Phase I Projects:

- Milwaukie Pedestrian Project
- 17th Avenue Project

Construction of a key element of the Milwaukie Pedestrian Program, curb extensions at the Milwaukie-Bybee intersection, is already underway. This Project has been able to move forward on its own, mainly due to the fact that completion of the Tacoma Street Overpass was not a prerequisite. CIP funds have been used for design and construction. Relative to other Projects within the McLoughlin Neighborhoods Project, the analysis and design work needed to complete the Milwaukie Pedestrian Program is minimal.

The 17th Avenue Project is a major element of the McLoughlin Neighborhoods Project and has historically been identified as a top priority of the SMILE Neighborhood Association. The Project in concept has received one of the highest rankings among the current list of Traffic Calming Program candidate projects, and is funded as a TCP project to begin project development in FY '94-95. Because of the proximity and relationship between the problems being addressed in the 17th Avenue Project and Westmoreland Park Project, data needed for the Westmoreland Park Project will be collected concurrently with data collection for the 17th Avenue Project.

Phase II Projects:

- Sellwood Blvd. Area Project
- Brooklyn/McLoughlin Project
- Westmoreland Park Project
- 14th Avenue north of Bybee (new project)
- 13th Avenue north of Rex Street (new project)

Due to the localized nature of each of the above projects, additional data collection for problem verification and, if warranted, project development is needed. While high priority projects for the neighborhoods, unlike the Phase I project listed above, none of the Phase II projects have a currently identified funding source. The Sellwood Blvd. Area Project consists of the local street elements of the Sellwood Bridge/Sellwood Blvd. Area Project identified in the 1983 report. Those elements of this former project that directly involve Tacoma Street are listed under Phase III but will likely be addressed through a separate and specific project development and funding process.

Phase III Projects:

- Linn/Marion Project
- Eastmoreland Project
- Tacoma Corridor Plan and Project (new project)
- Oaks Park Access Road Project (new project)
- Arterial and signalization elements of other projects

The third phase contains those elements of the overall McLoughlin Neighborhoods Project which either entail considerably more technical analysis or policy analysis to verify, involve significant complexity for project development, are relatively expensive compared to other project elements or are significantly related to other large scale projects. Two projects, Linn/Marion and Eastmoreland, have a lower priority compared to other projects. The Linn/Marion Project is a Phase III project in order to accommodate new projects, 14th Avenue and 13th Avenue north of Rex Street, which are higher priority projects for the Sellwood-Moreland neighborhood. The Eastmoreland Project has a lower priority within the program because of work already completed as part of the Eastmoreland NTMP Project, which addressed infiltration of non-local traffic on neighborhood streets.

Except for the Linn/Marion and Eastmoreland Projects, it is likely that the remaining projects will require funding separate from the McLoughlin Neighborhoods Project program. The Tacoma Corridor Plan is essentially a new project which contains the arterial elements of the Sellwood Bridge/Sellwood Blvd. Area Project identified in the 1983 report plus other improvements that may be identified for Tacoma Street.

IMPLEMENTATION

As stated above, the problems associated with each project, with the exception of the Milwaukie Pedestrian Project, will need to be first verified through additional specific technical and policy analysis. Those projects which are verified will be moved forward to project development. In the project development phase, the conceptual solutions proposed in the 1983 report will be considered along with new techniques.

To efficiently implement the elements of the McLoughlin Neighborhoods Project, it is important to establish the role and responsibility of participating City agencies and neighborhood organizations. Transportation Planning will retain overall responsibility for coordinating the implementation of all elements contained in the Strategy of the McLoughlin Neighborhoods Project, except the 17th Avenue Project, and will be the main contact between the neighborhoods and City. The 17th

Avenue Project will be managed and implemented through the process established by the Traffic Calming Program.

Transportation Planning will be working closely with participating agencies, including the Bureau of Traffic Management and Bureau of Transportation Engineering. Representative bodies from the Sellwood-Moreland (SMILE) and Brooklyn (BAC) neighborhood associations will be responsible for helping to coordinate and solicit citizen involvement at the neighborhood level, from business associations and other neighborhood based subgroups.

Before construction of any Project elements can occur, approval from City Council of recommended designs is required. Any new projects that are identified in the study area after this Strategy is adopted by the City Council will be added to the McLoughlin Neighborhood Project and its funding program only upon an amendment of this program and Strategy by action of the City Council. Findings must be developed to support any amendments of this program and Strategy.

ORIGINAL PROJECTS

Milwaukie Pedestrian Project:

The Milwaukie Pedestrian Project includes curb extensions at five other intersection locations in addition to the soon to be completed curb extensions at intersection of Milwaukie Avenue and Bybee Boulevard. These additional locations, two in the Sellwood-Moreland neighborhood and three in the Brooklyn neighborhood, need to be verified given current land use and traffic conditions and neighborhood priorities. Remaining funds, with additional CIP dollars can also be used to finish the other curb extensions.

17th Avenue Project:

Project development and construction of the 17th Avenue Project will be managed and funded by the Traffic Calming Program. The originally recommended alternative will be reviewed along with new traffic management techniques for implementation. Detailed data collection, including volume counts, turn movements, and origin-destination surveys, to determine the relationship between through and local traffic, will be needed to evaluate design alternatives in relation to such issues as diversion, emergency vehicle response, transit service, and pedestrian and bicycle access. Adjacent local streets will also need to be monitored for diversion to other local streets. If diversion techniques are selected, they will be tested first before final construction begins.

The Traffic Calming Program has a prescribed process for citizen involvement which includes public meetings, a working group for more active involvement in project development, balloting to gauge support from adjacent property owners, and City Council review and approval of the proposed traffic calming plan.

Linn-Marion Project:

Additional data collection will be needed to verify the current status of the problem. If warranted, project development will design and evaluate alternatives to address cut-through traffic south of Tacoma Street. Issues to be addressed include access impacts to commercial land uses on 17th and 13th Avenues, access to the mixed uses along the waterfront and in the vicinity of the Sellwood Bridge and possible diversion of cut-through traffic to other local streets. New volume counts, turn counts and an origin-destination analysis will be needed to assess impact of various alternative designs. In addition, this project and its objectives will also be coordinated with project development for the proposed Spokane/Umatilla Bike Boulevard Project.

A citizen involvement process that allows input from both affected property owners and the neighborhood association will need to be developed. Funding for the Linn-Marion will come from the CIP funds established for the McLoughlin Neighborhoods Project.

Brooklyn/McLoughlin Project:

Additional data collection will be needed to verify the current status of the problem. Data collection, including volume counts, turn counts, and a license plate survey, will be needed for verification and, if warranted, project development of alternatives to address cut-through traffic on the local streets between McLoughlin Boulevard and Milwaukie Avenue. Issues to be addressed include how street closures affect access and circulation for local traffic. A citizen involvement process that allows input from both affected property owners and the neighborhood association will need to be developed. Funding for the Brooklyn-McLoughlin Project will come from the CIP funds established for the McLoughlin Neighborhoods Project.

Westmoreland Park Project:

Data collection for problem verification will have been done as part of the 17th/Milwaukie Avenue Corridor Project. Project development, if warranted, will address issues related to traffic diversion, speeding, park access and parking circulation. A citizen involvement process that allows input from both affected property owners and the neighborhood association also needs to be developed. In that the local streets adjacent to the park's west edge are designated fire response routes, coordination with the Fire Bureau will be required. Funding of the Westmoreland Park Project will come from the CIP funds established for the McLoughlin Neighborhoods Project.

Sellwood Boulevard Area Project:

The Sellwood Blvd. Area Project consists of the local street elements of the Sellwood Bridge/Sellwood Blvd. Area Project identified in the 1983 report, such as the 6th/Spokane diverter (and/or other projects which are needed to meet the same project objectives). Those elements of this former project that directly involve Tacoma Street, such as new signals on Tacoma are discussed under the Tacoma Corridor Plan and Project.

This project should be coordinated with the Bike Boulevard Project proposed for Spokane Street and may be studied concurrently with the 14th Avenue 13th Avenue discussed under new Projects, if these projects are found to qualify and are added to the McLoughlin Neighborhoods Project. A citizen involvement process that allows input from both affected property owners and the neighborhood association needs to be developed. In that Sellwood Boulevard and 7th Avenue are designated fire response routes, coordination with the Fire Bureau will be required. Funding for the Sellwood Blvd. Area Project will come from CIP funds established for the McLoughlin Neighborhoods Project.

Eastmoreland Project:

Additional data collection, including volume counts and turn counts, will be needed to verify the current status of the problem. If warranted, project development of an intersection design to encourage greater use of 39th Avenue will be developed with a citizen involvement process. Funding will come from the McLoughlin Neighborhoods Project CIP funds.

NEW PROJECTS

14th Avenue north of Bybee Boulevard:

High volumes and speeds related to cut-through traffic using 14th Avenue to avoid the Milwaukie Avenue and Bybee Boulevard intersection has been identified by the neighborhood. This street is adjacent to the Llwellyn Grade School, presenting pedestrian safety problems for children. Data collection for problem verification and relationship to the McLoughlin Neighborhood Project goals and strategy criteria is needed, which will include speed and volume counts and an origin-destination analysis. If warranted for inclusion into the McLoughlin Neighborhoods Project, a citizen involvement program will need to be established. In that 14th Avenue is a designated fire response route, coordination with the Fire Bureau will be required. Funding will come from either CIP funds established for the McLoughlin Neighborhoods Project, or the School Safety Project, part of the Traffic Calming Program.

13th Avenue north of Rex Street:

This section of 13th Avenue has been identified by the neighborhood as a high speed location. Data collection for problem verification and relationship to the McLoughlin Neighborhood Project goals and strategy criteria is still needed before the project can move forward to project development. If warranted for inclusion into the McLoughlin Neighborhoods Project, a citizen involvement program will also need to be established. Funding will come from either CIP funds established for the McLoughlin Neighborhoods Project or other traffic management funds.

Oaks Park Access Road Project:

The Oaks Park Access Project is an identified project for inclusion in the CIP, but is not currently funded. The project was proposed to improve traffic operations

related to access to and from Oaks Park, reduce traffic infiltration from park activities onto neighborhood streets and provide an improved pedestrian and bicycle route within the vicinity of the railroad right-of-way under the bridge. The project will need to be coordinated with improvement plans for the Sellwood Bridge and Tacoma Street improvements near the bridgehead. Initiation of this project may have to be deferred until completion of the Willamette Bridge Crossing Study by Metro. Data collection and a citizen involvement program will need to be established as part of project development.

Because of the complex project development and coordination issues associated with this project, and its high cost, it is recommended this new project be identified as a Phase III project and that the funding come from City CIP funds or regional funds separate from those established for the McLoughlin Neighborhood Project.

Tacoma Corridor Plan:

Pedestrian crossing improvements of Tacoma between 13th Avenue and the River has been identified by SMILE as the highest rated transportation priority in the neighborhood. It is important that a plan of action be developed to address these issues in a comprehensive and coordinated manner. This strategy recommends that a new project be identified called the Tacoma Corridor Plan and Project that will consist of a multi-modal master plan, or corridor study, for Tacoma Street.

The Tacoma Corridor Plan and Project would consist of the various arterial street elements related to Tacoma found in the 1983 report on the McLoughlin Neighborhood Project. These may include the proposed new signals at 6th and 8th (originally contained in the Sellwood Bridge/Sellwood Blvd. Area Project), signal revisions at the intersections of Tacoma/13th Ave. and Tacoma/17th Ave. (originally contained as part of the Linn/Marion Project) and the four lanes recommended for Tacoma between 17th and McLoughlin (originally contained as part of the 17th/Milwaukie Avenue Corridor Project).

These and any other improvements that are identified through this Plan for Tacoma would be subject to technical and policy verification and updating. For example, Tacoma has been reclassified in the Transportation Element as a District Collector Street since the 1983 report. Initiation of this project may have to be deferred until completion of the Willamette Bridge Crossing Study by Metro. Data collection and a citizen involvement program will need to be established as part of project development.

Because of the complex project development and coordination issues associated with this project, and its high cost, it is recommended that this new project be identified as a Phase III project and that the funding come from City CIP funds or regional funds separate from those established for the McLoughlin Neighborhood Project. It is recognized that this project contains high priority elements, but at this point in time it may be beyond the scope and scale intended for the McLoughlin Neighborhood

Project and may receive more attention and compete for funding more successfully as a separate project.