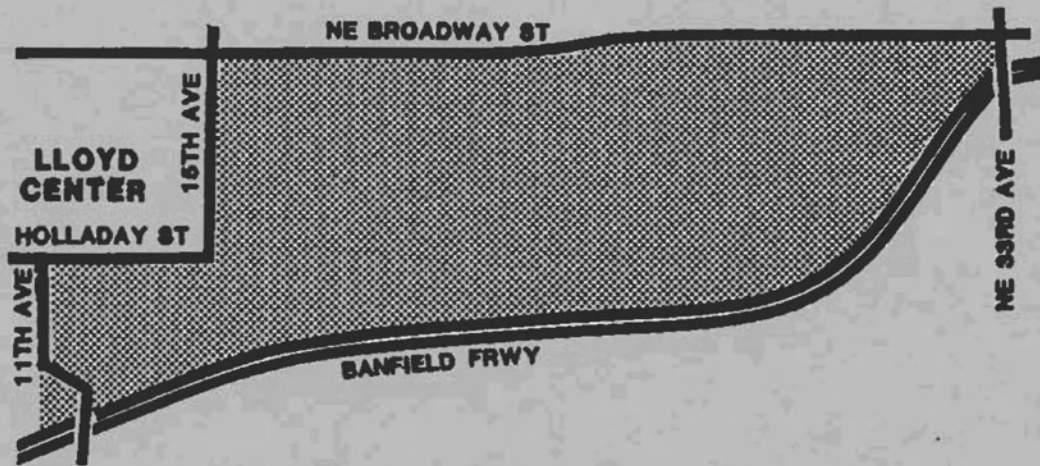


# SULLIVAN'S GULCH NEIGHBORHOOD ACTION PLAN

ADOPTED BY CITY COUNCIL JULY 16, 1987  
ORDINANCE NUMBER 159897



MAP OF SULLIVAN'S GULCH NEIGHBORHOOD



Bureau of Planning  
City of Portland, Oregon  
July, 1987

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**THE SULLIVAN'S GULCH NEIGHBORHOOD ACTION PLAN  
ADOPTED BY CITY COUNCIL JULY 16, 1987  
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**Bureau of Planning**

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**Bureau of Planning  
City of Portland, Oregon  
July, 1987**

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### ATTACHMENTS:

- A. Plan adoption ordinance
- B. Zone change ordinance

## Sullivan's Gulch Neighborhood Action Plan

### Introduction

The blackberry is the symbol of the Sullivan's Gulch Neighborhood because it represents something that is tenacious and attractive with its greenery, flowers and fruit, but it is not without thorns. The neighborhood has much going for it. Its location is convenient to downtown and Lloyd Center for jobs and shopping, and also to major transportation and transit routes which provide access to other areas of the city. Its narrow, shady streets are lined with gracious apartment buildings and large, comfortable homes. The neighborhood character is typified by the age and quality of its residences and the established landscaping and trees throughout the neighborhood core. Its neighborhood spirit is not only characterized by an increasingly successful annual blackberry festival, active involvement in the Comprehensive Plan process and local land-use matters, but also its initiative in funding and creating a plan for the neighborhood. Its residents appreciate these positive aspects of the neighborhood.

However, living close to the center of the city and near the access routes which make the location so convenient is not without drawbacks. The freeway sends out substantial noise. The neighborhood streets carry much through traffic. The pressures to provide increased densities continue. As the homes age and need maintenance and repair, the wisdom of making the required investments is questioned if the stability of the neighborhood is in doubt.

The neighborhood worked hard during the Comprehensive Plan process to support the existing mix of residential development by having much of the area rezoned to lower densities. In the years since the Comprehensive Plan adoption, the neighborhood has seen stabilization in the percentage of home ownership and significant upgrading of both houses and apartments.

The neighborhood is well-defined at its edges with a commercial strip on the north, a freeway overpass at NE 33rd on the east, the Banfield Freeway on the south, and Lloyd Center on the west. Within its borders is a solid residential core of mixed housing types. There is very limited vacant land within the neighborhood core defined as south of NE Weidler, west of NE 28th, east of NE 17th and north of the gulch ridge. However, along the gulch there are opportunities to develop both residential and nonresidential

uses. The neighborhood blocks adjacent to Lloyd Center provide opportunities for new high-density housing. The industrial site vacated by Hyster and the adjacent properties east of NE 28th offer an opportunity for significant new commercial activity.

Outside of the neighborhood, but not far away, many exciting new developments have and will be happening. The new owners of Lloyd Center plan upgrading and possible expansion of the shopping center. The light-rail system is working and successful. A new convention center is planned south of the coliseum. The Central City Plan is focusing attention on an expanded concept of downtown. These can surely be amenities for the close-in Sullivan's Gulch residents if the neighborhood is not overlooked in the planning for these activities.

The Sullivan's Gulch Neighborhood Action Plan is a tool for the neighborhood to be involved with planning its future. It is a continuation of the work which was begun with the Comprehensive Plan. It is supportive of that plan and the city policies which support neighborhood preservation. It is as much a plan for growth, but growth that is sensitive to its neighbors. The following goal, policies and objectives are those which will enhance this part of the city and showcase how an inner-city neighborhood can thrive on its mix of densities, population, and promote growth that will make Sullivan's Gulch an even better place to live and work.

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

The Planning Commission voted unanimously to recommend that City Council adopt the plan's goal, policies and objectives at a public hearing on May 12, 1987. The City Council adopted the plan on July 16, 1987.

### **Plan History**

The Sullivan's Gulch Neighborhood Action Plan is the product of three distinct planning efforts. The first was a study done by Portland State University graduate students in 1982, Sullivan's Gulch: Problems, Issues and Strategies. This document provided issue identification through a neighborhood perception survey, a land-use survey and statistical analyses of Census and other data.

The neighborhood residents, property owners, and business people produced the original Sullivan's Gulch Neighborhood Action Plan after securing a grant from the Oregon Communities Foundation and assistance from the Central Northeast Neighbors Office. This second, citizen-based effort was completed with adoption of their plan by the neighborhood association on June 28, 1986.

The third and present effort is a collaborative one with the neighborhood and the Bureau of Planning. In late fall of 1986, the Neighborhood Planning Section of the Bureau of Planning began work with the Sullivan's Gulch Neighborhood Association to refine their plan and assure its compliance with the City's Comprehensive Plan and other adopted policies. The City Council is asked only to adopt the plan's goal, policies and objectives. The Neighborhood Implementing Actions are those things that the neighborhood can take responsibility for that will help carry out the plan. The Planning Commission endorsed the plan for City Council adoption on May 12, 1987. City Council adopted the plan on July 16, 1987.

### **The Plan Process**

In July, 1985, the Sullivan's Gulch Neighborhood Association (SGNA) applied for a grant from the Oregon Communities Foundation. In November, 1985, the SGNA Board hired a coordinator for the project and in December approved the selection of a steering committee to spearhead the project. The committee included property owners, renters, landlords and business people.

The committee met monthly from January through June to review other neighborhood plans, update the land-use map, brainstorm about issues and solutions, provide leadership for workshops and subcommittees, and review plan drafts. The Committee also helped put together an occupant mailing and distribute flyers, newsletters, and questionnaires door-to-door in the neighborhood and along NE Broadway.

The first workshop was held March 22, 1986 and was attended by 47 citizens and representatives from the Bureaus of Planning, Transportation, Parks and Buildings and the Portland Development Commission. The identification of issues and formulation of subcommittees came out of this workshop which utilized both large and small group interaction. Four subcommittees were formed from loosely defined and frequently overlapping subject areas: 1) Neighborhood Safety and Security/Neighborhood livability; 2) Transportation/Traffic; 3) Housing/Land Use; and 4) Parks and Recreation/Environmental Design/Open Spaces.

These subcommittees, with assistance from various bureaus, reviewed and refined the issue areas and proposed recommendations for solutions, goals, and policies which were the focus of a second workshop. They also identified owners of vacant land, contacted resource people regarding crime statistics and crime prevention programs, and walked the neighborhood in search of potential sites for community use.

A second workshop was held on Saturday, April 26th. Draft issues, goals and policy recommendations were reviewed and discussed. Out of this workshop came the consensus from which the draft plan was produced.

The draft plan was presented to the membership of the neighborhood association at a general meeting on June 10, 1986. Most of its recommendations were directed to the neighborhood association. It was adopted by the association at a special meeting on June 25, 1986.

In October, 1986, the Bureau of Planning selected the Sullivan's Gulch Neighborhood to receive technical assistance under the bureau's new neighborhood planning process in order to bring a plan to City Council.

The neighborhood agreed to work within the city's neighborhood planning process guidelines which provide for continued neighborhood participation. The neighborhood plan steering committee was reconvened and met in November and January to setup a third public workshop.

The third workshop was held on January 28, 1987. Notice of the workshop was sent to all property owners in the neighborhood and announcements were distributed to apartments and businesses. Approximately 25 citizens attended the workshop. The purpose of the workshop was to explain the city's involvement in the plan process, provide another opportunity for citizen participation and endorse the neighborhood's original plan. Several areas of contention were identified at that workshop. Staff spent the following several weeks meeting with those individuals who were not supportive of the plan and the neighborhood association in an attempt to find consensus by reworking the neighborhood's plan to reflect a broader view of the issues and solutions.

Much of the month of March was spent coordinating the revised neighborhood plan with the other planning efforts affecting the neighborhood; the Central City Plan, the new convention center and the Sullivan's Gulch Neighborhood Traffic Management Plan. In April, the steering committee began meeting regularly to review ever-changing drafts of the plan being submitted to the Planning Commission. The plan policies, objectives and neighborhood implementing actions were presented to the neighborhood association at a general meeting on April, 29, 1987. The plan was applauded at that meeting.

Notification of the May 12, 1987 Planning Commission hearing and expected City Council hearing was mailed to all property owners thirty days prior to the hearing date. Notification was also distributed to apartments within the neighborhood.

The Planning Commission on May 12, 1987 voted unanimously to recommend that City Council adopt the goal, policies and objectives of the neighborhood plan.

Notice of the City Council hearing scheduled for July 8, 1987 was sent to those who had participated previously or had requested notification. The second reading of ordinances adopting the plan was held on July 16, 1987.



## **Findings**

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

**Implementing Actions:** The plan also includes implementing actions which are not for Planning Commission or City Council adoption. They are proposed by the neighborhood as a plan for neighborhood-initiated programs and provide a guide for self-help, private or city-assisted projects. These actions also enable the neighborhood to prioritize requests for public assistance through such programs as the annual neighborhood needs request process. Implementing actions put the plan's goal and policies into effect and create stimuli for future projects and activities. Adoption of the Sullivan's Gulch Neighborhood Action Plan does not commit the city to funding projects or implementing the actions at this time. These actions do provide the neighborhood a basis with which to measure their own achievements towards implementing their goal.

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

As mentioned, neighborhood plans provide action strategies to implement the objectives. These strategies are directed primarily at the citizens through the identification of neighborhood self-help projects.

**Background Documents:** The data base for this report is provided in two documents: Sullivan's Gulch: Problems, Issues, Strategies and Sullivan's Gulch Neighborhood Action Plan (1986) (Appendix A). The documents include information on the community character, history, land uses, and transportation system, as well as an assessment of the strengths, weaknesses, and opportunities in the neighborhood. This information, along with the additional citizen input collected in recent months, is the basis for the recommended goal, policies and objectives of the current Sullivan's Gulch Neighborhood Action Plan.

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

- Sullivan's Gulch is a well-defined, inner-city neighborhood that provides its residents with a variety of housing opportunities and a convenient location.
- In 1980, there were 2,554 people living in the neighborhood.
- 73 percent of the housing is nonowner occupied.
- In 1982, 83 percent of the single-family residences and 89 percent of the multifamily residences were rated in good or excellent condition.
- Holladay Park at the extreme west end of the neighborhood is the only public park in the neighborhood.
- In 1980, almost one-third of the neighborhood population was over 64 years of age.

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

1. Analysis of the structure and content of the original neighborhood plan of June 28, 1986.
2. Analysis of the relationship of the 1986 plan to the Portland Comprehensive Plan and other city-wide policies and current planning efforts.
3. Formulation of a overall neighborhood goal, refined policies, and objectives are based on the 1986 document, neighborhood-wide workshop, citizen input, steering committee meetings, and in-house review.

**Conformance with the City's Comprehensive Plan:** The Comprehensive Plan for the City of Portland provides a coordinated set of guidelines for decision making. The goal, policies and objectives of the Sullivan's Gulch Neighborhood Action Plan being proposed are in conformance with the goals, policies and map designations of the Portland Comprehensive Plan. The only exceptions to the map designations are: 1) a proposed zone change at the northwest corner of NE 21st and Weidler, from R2 to C2 and C2B, to correct a mapping error and reflect the use of the property at the time the Comprehensive Plan was adopted; 2) an objective to support a possible future zone change for the Albina Fuel property at NE 33rd and Broadway to reflect the city's policy and the present uses along NE Broadway which allow for nonindustrial uses; and 3) an objective to consider and support future rezoning in areas along the gulch at a time when access problems to these properties can be resolved and uses compatible with adjacent housing are proposed.

A summary of the relevant Comprehensive Plan goals and policies as they relate to the Sullivan's Gulch Neighborhood Action Plan are proposed as follows:

- Goal 2: Urban Development
- Policies 2.1 Population Growth, 2.2 Urban Diversity, 2.6 Open Space, 2.9 Residential Neighborhoods, 2.11 Commercial Centers, 2.12, Transit Corridors, 2.13 Auto-Oriented Commercial, 2.15 Living Closer to Work, 2.17 Transit Stations, 2.18 Utilization of Vacant Land, 2.19 Existing Housing Stock, 2.20 Mixed Use, 2.21 Buffering.

Comment: By adopting the goal, policies, and objectives of the neighborhood plan, the housing opportunities, population growth, existing commercial strip, residential neighborhood, and transit corridor in this part of the city are protected. The plan encourages mixed-use areas, full utilization of existing housing stock, revitalization of commercial areas, and utilization of vacant land.

- Goal 3: Neighborhood Goal and Policies
- Policies 3.1, Physical Conditions, 3.2 Social Conditions, 3.3 Neighborhood Diversity, 3.5 Neighborhood Involvement, 3.6 Neighborhood Plan and 3.7 Visual Communication.

Comment: Preservation of the stability and diversity of Sullivan's Gulch is a key element of this Neighborhood Plan. Neighborhood involvement is essential to implementing the plan.

- Goal 4: Housing Goal and Policies
- Policies 4.3 New Housing Production, 4.4 Housing Choice and Neighborhood Stability, 4.6 Existing Housing: Maintenance.

Comment: This plan reinforces the maintenance of existing housing, the retention of a variety of housing types and prices and encourages new housing production on currently vacant land.

- Goal 5: Economic Development Goal and Policies
- Policies 5.3 Business and Industry, 5.4 District Economic Development, 5.8 Environment, Energy and Transportation, 5.9 Area Character and Identity, 5.10 Land Use, 5.11 Transportation, 5.12 Business Environment, 5.14 Diversity and Identity in Industrial Areas and 5.15 Protection of Non-Industrial Lands.

Comment: The opportunity for jobs, the enhancement of commercial areas and provisions which support new business while protecting residential areas included in this plan further the city's economic development goal.

- Goal 6: Transportation Goal and Policies
- Policies 6.2 Regional and City Traffic Patterns, 6.3 Land Use/Streets Relationship, 6.4 Public Transportation, 6.5 Transit-Related Density, 6.8 Rail Rights-of-way, 6.9 Alternative Urban Travel and 6.10 Transit Station Area Planning.

Comment: Transportation problems have been identified by the neighborhood in order to look at lessening traffic impacts on residential areas, improving pedestrian movement and improving access to industrial areas. The current high-density zoning in the vicinity of the light-rail station is preserved in this plan and development there is encouraged.

- Goal 8: Environment Goal and Policies
- Policies 8.14 Noise Abatement Construction Requirements and 8.15 Noise Abatement Strategies.

Comment: Noise from traffic has been identified as a problem near the Banfield Freeway. Policies in this plan support a coordinated effort to reduce noise and vibration in this area.

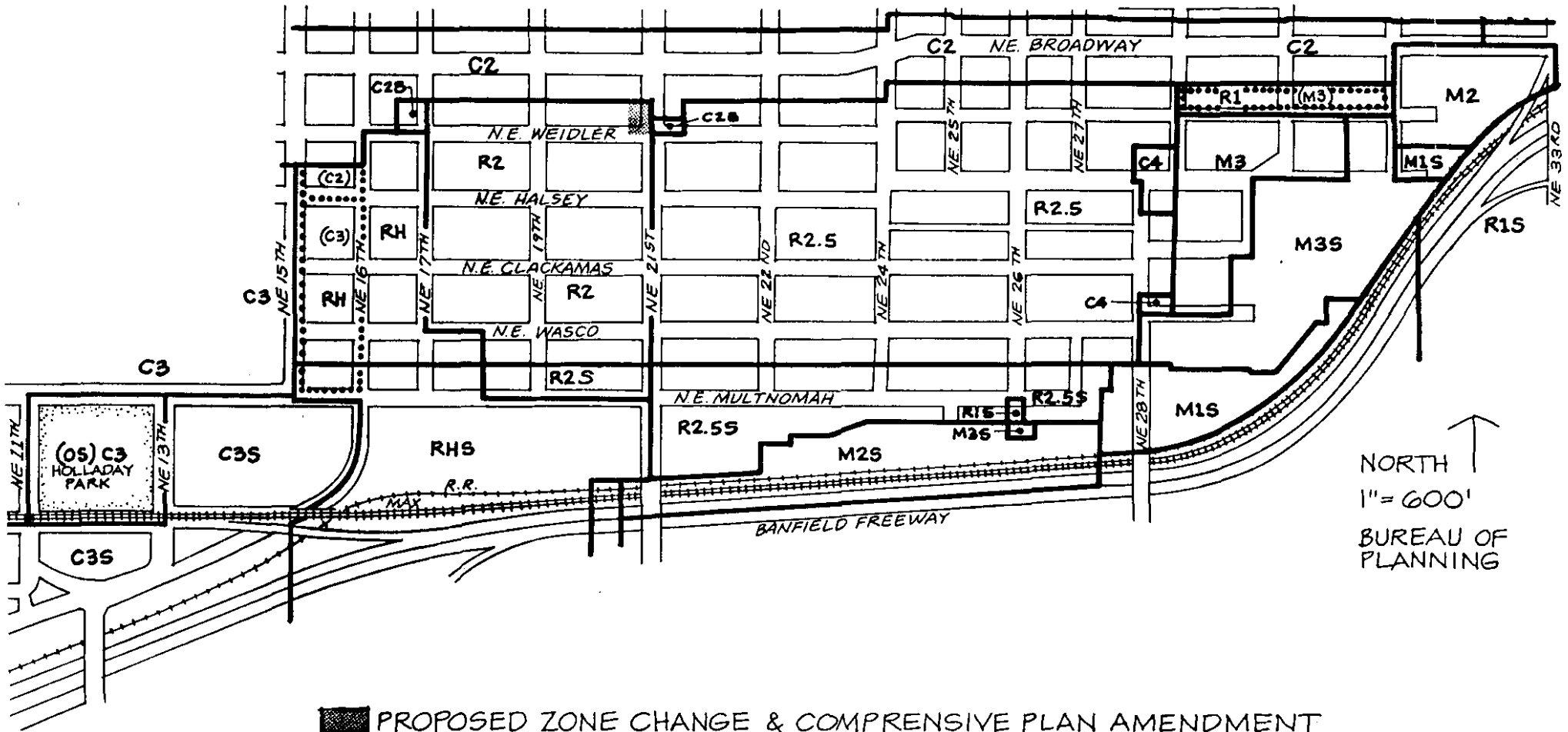
- Goal 9: Citizen Involvement Goal and Policies
- Policies 9.1 Citizen Involvement Coordination and 9.2 Comprehensive Plan review.

Comment: The Sullivan's Gulch planning effort utilized extensive citizen involvement . It is intended that the adoption of this neighborhood plan will aid in the Comprehensive Plan Review for this area.

- Goal 11: Public Facilities Goals and Policies:
- Policies 11.1 Service Responsibility, 11.47 New Parkland and 11.52 Public/Private Opportunities.

Comment: The neighborhood objectives to provide recreation opportunities through public/private partnerships in this area which does not now have a neighborhood park is supportive of the city's goal to provide them.

**Conformance With the Arterial Streets Classification Policy (ASCP):** The ASCP designates both NE Broadway as a boulevard and the Banfield Freeway as a parkway. Both these classifications have beautification policies that accompany them. The objectives in the neighborhood plan which call for landscaping and tree planting along these routes are consistent with the ASCP policies. The densities and land uses along the neighborhood streets are also consistent with the ASCP. The neighborhood plan policies and objectives which are aimed at eventually undoing the Broadway/Weidler couplet are supportive of land-use policies. When this can be accomplished, it is assumed that a change of street classifications, if necessary, along NE Weidler will follow.



SULLIVAN'S GULCH  
**Existing & Proposed Zoning**

**SULLIVAN'S GULCH NEIGHBORHOOD ACTION PLAN  
GOALS, POLICIES AND OBJECTIVES**

**JULY, 1987**

**ATTACHMENTS**

- A. IMPLEMENTING ORDINANCE**
- B. ZONE CHANGE ORDINANCE**

# PROPOSED SULLIVAN'S GULCH NEIGHBORHOOD ACTION PLAN

## INTRODUCTION

This neighborhood plan presents ways to enhance the neighborhood while maintaining the quality and diversity that makes Sullivan's Gulch a great place to live, work and own property.

## NEIGHBORHOOD GOAL

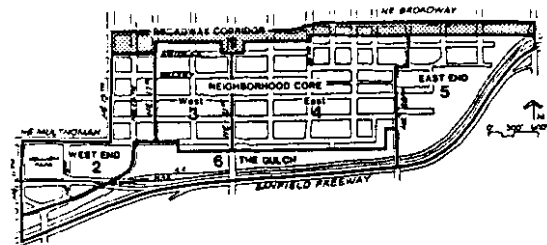
**Strengthen Sullivan's Gulch as a desirable inner-city neighborhood by enhancing the quality of life there for those who live and work in the neighborhood while providing opportunities for business and housing that are consistent with existing densities and land uses.**

## LAND USE

### AREA 1: BROADWAY BUSINESS DISTRICT

#### FINDINGS

- Traffic volumes on NE Broadway are approximately 10,000 vehicles per day.
- Lack of amenities for pedestrians and traffic speed and volume contribute to an unpleasant environment for pedestrians.
- Under use and lack of vitality in the existing commercial strip detract from its appearance and discourage the kind of potential development which would upgrade the area.
- A lack of cohesion and identification with the surrounding residential areas inhibit neighborhood-oriented commercial uses along the strip.
- The zoning for heavy industrial use at the intersection of NE 33rd and Broadway is no longer consistent with the zoning and uses along NE Broadway.
- Adequate parking and increased exposure should help the businesses along NE Broadway.
- The commercial property at the northwest corner of NE 21st and Weidler was inadvertently zoned residential during the adoption of the Comprehensive Plan.



## **POLICY 1: BROADWAY BUSINESS DISTRICT**

### **ACTIVELY PROMOTE THE AREA ALONG NE BROADWAY TO FOSTER RENEWED COMMERCIAL VITALITY.**

#### **OBJECTIVE 1A**

Create and enhance a more pleasant environment for pedestrians and shoppers along NE Broadway.

#### **OBJECTIVE 1B**

Increase exposure to the businesses along NE Broadway by re-establishing it as a two-way street between NE 16th and 24th

#### **OBJECTIVE 1C**

Support opportunities for shared off-street parking and retain most existing on-street parking to help businesses except where removal is necessary for the efficient operation of this Major City Traffic Street.

#### **OBJECTIVE 1D**

Support zoning and land uses at NE 33rd and Broadway that are consistent with the existing commercial strip.

#### **OBJECTIVE 1E**

Rezone the northwest corner of NE 21st and Weidler from R2 to C2 to reflect its present use. (Ordinance to accompany plan to City Council).

### **NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

1. Coordinate with the Irvington and Grant Park Neighborhood Associations for support of the policies and objectives which affect both sides of NE Broadway.
2. Support neighborhood businesses by providing advertising space in neighborhood newsletters, doing a 'welcome wagon' for new businesses, suggesting businesses offer discounts to neighborhood residents and other activities to encourage new business.
3. Encourage businesses to provide street trees, fountains, benches, trash receptacles, planters, awnings or uniform signing to upgrade the street appeal.
4. Seek urban design help from the City and other resources.
5. Encourage local businesses to re-activate a Broadway Business Association or consider joining forces with the Hollywood business community.



6. Support land use action to allow appropriate new commercial development on the Albina Fuel property which fronts on NE Broadway.
7. Support the future intent to decouple Broadway/Weidler in the Neighborhood Traffic Management Plan (NTMP) and in neighborhood needs reports.
8. Look for funding sources for the Broadway traffic conversion, street furniture and street trees.

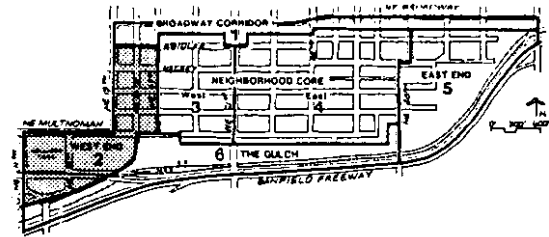
Discussion: The businesses along NE Broadway provide a variety of services and products for Portland residents. Enhancement of the Broadway strip which encourages people to get out of their cars, off the buses, or walk from the surrounding neighborhoods to shop here is the intent of the plan's objectives. The return of NE Broadway to a two-way street between NE 16th and 24th is a long-range goal that would increase exposure to the strip's businesses. Adequate parking is also essential to the businesses on NE Broadway. Traffic modeling shows that NE Broadway has the capacity to carry the projected two-way traffic demand while maintaining most of the existing on-street parking. The cost of conversion is substantial. The neighborhood recognizes that funds are not available at this time and that the problems the conversion would solve are more related to land use than traffic. However, the adoption of the long-range objective for conversion would enable the city and the neighborhood to seek funding through appropriate sources.

The neighborhood acknowledges that the owners of Albina Fuel are considering redevelopment of their property and that the island of industrial sanctuary at NE 33rd and Broadway is no longer appropriate given the recent zone change history in this area and the existing commercial zoning along NE Broadway. It is premature to change the zoning with this plan. However, this plan is not intended to be a stumbling block to future redevelopment. There was consensus among the steering committee that the existing commercial use at the northwest corner at NE 21st and Weidler should be rezoned now. An ordinance for the zone change and Comprehensive Plan map amendment is attached as Exhibit C. Notice of this proposed zone change was included in the announcement of the Planning Commission hearing.

## AREA 2: WEST END

### FINDINGS

- Paved, open parking lots lack screening or landscaping.
- Neighborhood residents are concerned for their safety when crossing these open blocks.
- The blocks between NE 15th and 16th from NE Broadway south to the freeway are included in the Central City Plan study area.
- Higher density land uses are appropriate within 1/4 mile of the light-rail station.
- Much of this area is developed with parking lots or underdeveloped.
- Use of existing on-street and off-street parking spaces in this area as a park-and-ride for light rail is a concern of Lloyd Center and the neighborhood.



### POLICY 2: WEST END

**PROVIDE AN IMPROVED TRANSITION BETWEEN LLOYD CENTER AND THE NEIGHBORHOOD AND ENCOURAGE DEVELOPMENT OF HIGH DENSITY HOUSING WHICH PROVIDES A SMOOTH TRANSITION TO THE LOWER DENSITY OF THE NEIGHBORHOOD CORE.**

#### **OBJECTIVE 2A**

Support new residential or mixed residential and commercial developments between NE 15th and 16th that are oriented toward the neighborhood and sensitive to the neighborhood character in terms of scale and style.

#### **OBJECTIVE 2B**

Encourage and support high-density residential development that is compatible with surrounding land uses on the blocks between NE 16th and 17th .

#### **OBJECTIVE 2C**

Require landscaping, screening and street trees in and around the Lloyd Center parking lots as part of the center's planned improvements or expansion.

## OBJECTIVE 2D

Support interim neighborhood use of vacant land between NE 16th and 17th through cooperative efforts of the neighborhood, property owners and the Parks Bureau.

**NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

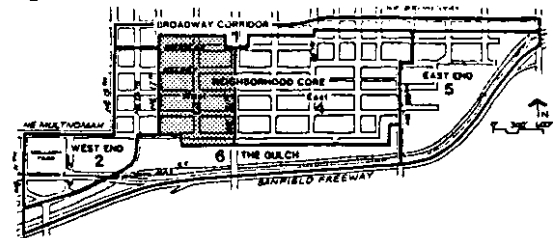
1. Identify entrances to the neighborhood with signs, street trees, and pleasant pedestrianways provided with community funds and resources.
2. Check with Lloyd Cinemas regarding their commitment to provide neighborhood signs.
3. Continue on-going communication and cooperation with Lloyd Center and Lloyd Properties.
4. Establish a design group including property owners, land developers, professional resource persons, and neighbors to develop guidelines for this transitional area which:
  - a. Ensure good access for pedestrians to Lloyd Center, light rail, NE Broadway, and neighborhood open spaces.
  - b. Ensure that the character of the existing neighborhood is considered when designing new developments.
  - c. Discourage through traffic in adjacent residential areas.
  - d. Encourage innovative designs with possible use of full block, superblock, or planned-unit developments.
5. Support requests for street vacations or partial closures which help carry out the goals of the Neighborhood Traffic Management Plan (NTMP) and Neighborhood Design Guidelines.

**Discussion:** The policy and objectives for this area promote full development. This is an area that is currently underdeveloped and has great potential to offer quality, high-density housing near shopping, jobs, and transit. The neighborhood is supportive of the improvements planned for Lloyd Center. The center's new owners have shown a willingness to work the neighborhood and share a mutual interest in maintaining and upgrading the neighborhood.

## AREA 3: NEIGHBORHOOD CORE--WEST

### FINDINGS

- Traffic volumes on Weidler are high and conflict with current residential zoning. The speed and the amount of traffic make it difficult to use driveways.
- Deterioration of residential properties along Weidler have a negative impact on the neighborhood as a whole.
- Traffic is perceived to be a problem in this area.
- Generally, the quality of both single and multifamily dwellings in this area is very good.
- Properties on NE Multnomah have experienced pressure for commercial conversion.
- Traffic on NE Multnomah between NE 16th and 21st is relatively heavy.
- Northeast Broadway has the capacity to carry two-way traffic and maintain on-street parking.
- There have been requests for upzoning to R1, medium-density multifamily residential, over the last several years.
- Several of the existing apartment complexes are over the density allowed by the current zoning, however, the majority of owners of these properties are satisfied with the existing zoning.



### POLICY 3: NEIGHBORHOOD CORE--WEST

**MAINTAIN AND ENHANCE THE EXISTING RESIDENTIAL CHARACTER OF THIS AREA WITH A FOCUS ON RE-ESTABLISHING THE RESIDENTIAL QUALITY ALONG ITS BOUNDARIES--NE 17TH, 21ST, WEIDLER AND MULTNOMAH.**

#### **OBJECTIVE 3A**

Maintain a mixture of housing types and opportunities which are in keeping with the neighborhood character.

#### **OBJECTIVE 3B**

Support the re-establishment of NE Weidler as a two-way local service street between NE 16th and 24th in order to reduce traffic on NE Weidler, provide incentives to maintain and upgrade the residential properties and support the existing land use designations.

#### **OBJECTIVE 3C**

Retain present zoning and Comprehensive Plan Map designations which should help preserve existing housing stock by discouraging speculation.

**NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

1. Identify properties in need of repair or maintenance and work with their owners to improve properties.
2. Work with property owners to encourage upkeep of properties.
3. Include the Broadway/Weidler decoupling as a long term capital improvement goal.
4. Request funds through neighborhood needs, Broadway Business Association, property owners (LID), and other sources to defray costs of new lights on Broadway in order to effect the two-way change.
5. Encourage screening and landscaping behind commercial uses on Broadway.
6. Explore the possibility of having a tot lot in this area on vacant property on NE Multnomah.
7. If Weidler is changed to two-way, work to change the Arterial Streets Classification Policy (ASCP) designation to local service street.
8. If Weidler is changed to two-way, work to re-establish on-street parking where it has been removed.

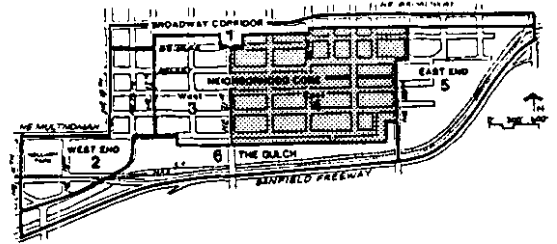
**Discussion:** The decoupling of NE Broadway and Weidler would have a positive effect in this area. It is difficult to maintain NE Weidler as a residential street because of the traffic. The neighborhood is already small. The street conversion would help protect and reclaim this area. The neighborhood core is fully developed with good housing. The policy and objectives directed at Area 3 promote a commitment to maintain the quality and mixed densities here while allowing infill and internal conversions to maximize existing density. The upgrading of existing apartment buildings and residences that has already taken place is a credit to their owners.

**AREA 4: NEIGHBORHOOD CORE--EAST**

**FINDINGS**

- There are few parcels of vacant land in this core area.
- There is heavy traffic bordering this area on NE 28th, NE 21st, NE Weidler and NE Multnomah.

- New development on the Hyster property could adversely impact this area if not managed.
- The only useable access to the industrial uses in the gulch, west of NE 28th, is through this area off of NE Multnomah. The truck traffic which service these uses is incompatible with the residential neighborhood.
- Northeast Multnomah and 24th experience cut-through traffic.
- The traffic on NE Weidler threatens the continued maintenance of housing in this area.
- The housing stock in this area is of very good quality.



#### **POLICY 4: NEIGHBORHOOD CORE--EAST**

**MAINTAIN, ENHANCE AND PRESERVE THE RESIDENTIAL CHARACTER OF THIS CORE AREA BETWEEN NE 21ST AND 28TH, WEIDLER SOUTH TO MULTNOMAH.**

##### **OBJECTIVE 4A**

Preserve the qualities which contribute to the overall character of this area which include the age, style, uniform setbacks, narrow tree-lined streets and landscaping.

##### **OBJECTIVE 4B**

Support the re-establishment of two-way traffic on NE Weidler and Broadway between NE 16th and 24th.

##### **OBJECTIVE 4C**

Retain existing zoning and Comprehensive Plan Map designations which support the maintenance of existing single-family residences and provide for some increase in density.

##### **OBJECTIVE 4D**

Support actions in the Neighborhood Traffic Management Plan (NTMP) which may reduce the amount of through traffic in this area.

##### **OBJECTIVE 4E**

Encourage increased access to gulch properties from east of NE 28th to eliminate truck traffic through this area.

**NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

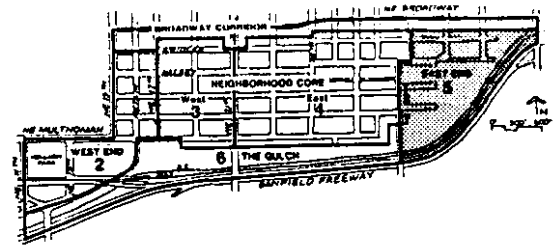
1. Identify owners of housing in need of repair or maintenance and work with them to improve properties.
2. Continue to investigate solutions to access problems to gulch properties.

**Discussion:** Much of what has been discussed about Area 3 can be repeated here. The neighborhood character is evident in this area. The commitment of property owners in this area is also shown by the care taken to maintain their properties. The issue of truck traffic on NE Multnomah is a sensitive one. The neighborhood recognizes that access to gulch properties is necessary. The neighbors and property owners have shown a willingness to explore long-range solutions to this issue.

**AREA 5: EAST END**

**FINDINGS**

- There are large parcels of underdeveloped land in this area.
- A zone change to M3, Light Manufacturing, to permit a new Fred Meyer store has been approved by the City Council, upheld by the State Land Use Board of Appeals and is currently on appeal in the state courts.
- The intersection at NE 33rd and Broadway is at or above capacity.
- There is some multifamily residential zoning in this area, along NE Halsey and Weidler, which has a Comprehensive Plan Map designation for light industrial use (M3).
- Access to gulch properties in this area is from the south side of the freeway.
- Albina Fuel is considering redevelopment of their property in this area and along NE Broadway.
- There have been several street vacations within the Hyster property.



**POLICY 5: EAST END**

**ENCOURAGE REDEVELOPMENT EAST OF NE 28TH WHICH IS COMPATIBLE WITH THE NEARBY RESIDENTIAL AREAS AND WILL NOT CAUSE SIGNIFICANT DETRIMENT TO THEM.**

**OBJECTIVE 5A**

Require large scale new development in this area to assess their traffic impacts on the neighborhood and to provide mitigation where appropriate.

**OBJECTIVE 5B**

Encourage provision of north/south access, east of NE 28th, through this area which would support integrated development.

**OBJECTIVE 5C**

Support zoning and Comprehensive Plan designations for the Albina Fuel property which allow for integrated site development, oriented toward NE Broadway at a scale compatible with the businesses along the Broadway commercial strip.

**OBJECTIVE 5D**

Encourage developers to consider multifamily or mixed-used development in this area which could provide transition between residential and nonresidential uses and take advantage of the access to transit, service, and employment opportunities.

**OBJECTIVE 5E**

Support provision of open space and amenities for pedestrians in order to reclaim this area as part of the neighborhood.

**NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

1. Work with property owners to establish and promote a development package which balances opportunities and trade-offs in this area.
2. Develop a list of uses which the neighborhood now lacks which could be provided in this area.

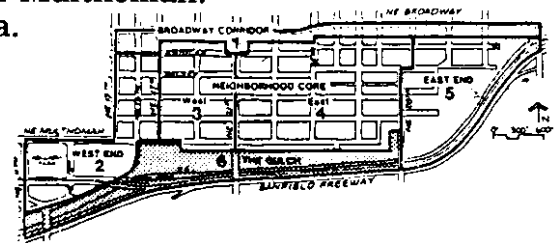
Discussion: The east end is an area in transition. The treatment of this area in the original neighborhood plan (1986) caused substantial controversy. The issues have not changed. Traffic is already a problem that could worsen as a result of intensified development. The neighborhood plan addresses this area in general terms in the hopes of promoting cooperation with developers and coordination with the area as a whole. The efforts of the Sullivan's Gulch Neighborhood Traffic Management Plan, to be completed this summer, should be supported.



## AREA 6: THE GULCH BETWEEN NE 16TH (EXTENDED) AND 28TH

### FINDINGS

- There is inadequate access to the properties in the gulch, particularly for the existing uses which require truck deliveries.
- Much of the gulch is extremely steep and narrow.
- There is a problem with transients in the gulch.
- The gulch is a regional transportation corridor providing rail, car and mass-transit access to the Central City.
- It is unlikely that new attached single-family residences will be developed in the gulch.
- The noise from the freeway and railroad is perceived to be very great.
- A conditional use proposal for office use at NE 21st and Multnomah was approved in 1980 and supported by the neighborhood. However, the approval has lapsed.
- The Central City Plan recommends improved pedestrian access from Lloyd Center to the river. This could continue through the gulch and north to Grant Park.
- Northeast Multnomah east of NE 21st is very narrow and not appropriate for increased nonresidential traffic from new developments around this area.
- Columbia Knitting Mills owns a large structure in the gulch which is an eyesore. It is only used for storage now. Their property includes several adjacent residentially zoned lots on NE Multnomah.
- There are parcels of undeveloped land in this area.



## POLICY 6: THE GULCH BETWEEN NE 16TH AND 28TH

**EXPLOIT OPPORTUNITIES FOR NEW DEVELOPMENT WHICH CAN PROVIDE INCREASED BUFFERING TO THE NEIGHBORHOOD FROM THE FREEWAY CORRIDOR, IMPROVE THE LOOK OF THE GULCH AS AN ENTRANCE TO THE CITY CENTER, PROVIDE NEW HOUSING OR USES WHICH ARE COMPATIBLE WITH THE ADJACENT RESIDENCES.**

### **OBJECTIVE 6A**

Support changes to zone and Comprehensive Plan Map designations when alternative access to gulch properties from non-local service streets is available for development which will not significantly increase traffic on NE Multnomah.

### **OBJECTIVE 6B**

Encourage Lloyd Properties to develop their vacant properties in this area with high-density housing or mixed housing and commercial uses.

**OBJECTIVE 6C**

Encourage redevelopment on NE 21 st, south of NE Multnomah, which can provide gulch access to the east or west.

**OBJECTIVE 6D**

Require tree planting within the gulch with applications for new or expanded development.

**OBJECTIVE 6E**

Establish pedestrian access through the gulch to connect with the path provided behind the Lloyd Cinemas.

**OBJECTIVE 6F**

Encourage new development to adequately buffer for noise and vibration from the freeway and railroad traffic.

**NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

1. Contact Tri-Met, Union Pacific Railroad and the State Highway Department about their participation in screening, beautification and noise programs.
2. Seek assistance from transportation planners, urban designers and other to solve the access and development problems in this area.
3. Work with the Parks Bureau to explore the possibility of developing a jogging/pedestrian path through the gulch.

**Discussion:** The gulch poses several difficult planning and development problems. Much of the terrain is steep. Access is minimal. Noise and vibration from traffic and rail is a reality. It is unlikely that new industry would be attracted here, yet the area could provide opportunities for residential or nonresidential uses designed to minimize these adverse impacts which could be compatible (in terms of traffic, hours of operation, intensity, and nuisance) with nearby residences. This plan does not solve the gulch problems. It is intended to provide ideas and guides with which to access future development proposals and improve the look and productivity of the gulch.

## HOUSING

### FINDINGS

- Although absentee ownership in the neighborhood is high (55 percent nonresident owned) 85 percent of all residential structures were rated in good or excellent condition by a study done in 1982.
- There are two high-rise complexes, the Fontaine and Holladay Park Plaza, in the western end of the neighborhood. This area is likely to experience new high density development because of the existing zoning, proximity to a light-rail station and the general convenient location.
- Silverstone Management Company has been accumulating and upgrading a number of older apartment complexes totaling approximately 250 units in about 21 buildings.
- There are several other property owners who own several properties in the neighborhood.
- Commercial pressure and traffic along the perimeter of the neighborhood may create pressures to convert residential properties to nonresidential uses.
- Vacancies, lack of maintenance and general deterioration of housing are occurring along NE Weidler.
- Increased noise from the Banfield Freeway threatens the desirability of living along NE Multnomah.
- There are a variety of rent levels and housing prices in the neighborhood.

### POLICY 7: HOUSING

**MAINTAIN AND PRESERVE THE EXISTING HOUSING STOCK WHILE PROVIDING OPPORTUNITIES FOR ADDITIONAL DENSITY THROUGH INTERNAL CONVERSIONS AND DEVELOPMENT OF VACANT AND UNDERDEVELOPED SITES. PROVIDE HOUSING FOR A DIVERSE POPULATION CLOSE TO THE CENTRAL CITY.**

#### **OBJECTIVE 7A**

Encourage a variety of sound, well-maintained housing at all price and rental levels suitable to the needs of a variety of households such as the elderly, both large and small families and young single persons.

#### **OBJECTIVE 7B**

Encourage new housing development on vacant, residentially-zoned properties throughout the neighborhood, particularly new high-density development between NE 16th and 17th.

**OBJECTIVE 7C**

Encourage housing and mixed-use development in nonresidential zones which permit housing.

**OBJECTIVE 7D**

Increase the opportunities for owner occupancy of existing multifamily housing through cooperative or condominium ownership and in new rowhouse developments.

**OBJECTIVE 7E**

Encourage equal access to housing for minorities, women and families with children.

**OBJECTIVE 7F**

Encourage maintenance of owner-occupied and rental housing and discourage the deterioration of housing held for speculation.

**OBJECTIVE 7G**

Reduce the negative impacts of traffic and nonresidential uses on the neighborhood residences.

**NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

1. Work with PDC and other agencies to make money available to elderly and low-income homeowners for home improvements.
2. Encourage home improvements and continued maintenance.
3. Establish a neighborhood code enforcement committee to identify and seek correction of zoning code violations and nuisances.
4. Encourage shared housing facilities to locate in the neighborhood.

**Discussion:** The housing opportunities in the Sullivan's Gulch neighborhood are unique. Very few areas of Portland contain a stable mix of both single and multifamily dwellings of high quality and good maintenance. This housing stock provides homes for an urban population; a mix of elderly, younger single people and families. The neighborhood plan supports preservation of the existing housing stock, new housing development on vacant underdeveloped properties and opportunities for a diverse population.

## **PARKS AND OPEN SPACE**

### **FINDINGS**

- Sullivan's Gulch is a neighborhood without a neighborhood park. Holladay Park serves Lloyd Center and the transit station. It does not meet the neighborhood need for a recreation and gathering place.
- There are no school playgrounds within the neighborhood or within walking distance of the neighborhood.
- According to the 1980 Census, over 50 percent of the people in the neighborhood are in low or moderate level income households.
- According to the Census, 31 percent of the neighborhood residents are elderly.
- There appears to be an increase in the number of households with children living in the neighborhood.
- The only publicly owned land in the neighborhood is a .29-acre parcel on NE 21st adjacent to the railroad right-of-way.
- Most of the vacant land in the neighborhood is zoned for commercial, industrial or high-density residential use (i.e. expensive land).
- The City's Parks Bureau recognizes the neighborhood's need for parks but has limited funds for park acquisition.
- Perceived problems with development, maintenance and liability of public use of private property deter vacant parcels from being used to meet the neighborhood's park needs although there are precedents for public/private partnerships to meet park needs.
- A public park will be developed within the Hyster/Fred Meyer site if that development is built. This site is on the easternmost edge of the neighborhood.
- The Central City Plan is considering links for pedestrians from the Lloyd Center area to the proposed convention center and the waterfront. These links could extend through the Sullivan's Gulch neighborhood and through the gulch itself.
- The Banfield/Light-Rail Corridor is an important entrance to the city center which could be improved visually in this area by screening and trees.

### **POLICY 8: PARKS AND OPEN SPACE**

**IMPROVE THE LIVABILITY OF THE NEIGHBORHOOD THROUGH THE DEVELOPMENT OF PUBLIC OPEN SPACES FOR RECREATIONAL AND AESTHETIC PURPOSES.**

#### **OBJECTIVE 8A**

Offer recreational opportunities for all ages within the boundaries of the neighborhood.

**OBJECTIVE 8B**

Establish a recreational trail through the gulch which can be constructed as properties in the gulch are redeveloped that connects the neighborhood open spaces and Lloyd Center.

**OBJECTIVE 8C**

Support public/private efforts to utilize privately owned vacant properties for neighborhood park uses on an interim basis until these properties are developed.

**OBJECTIVE 8D**

Support improvements to Holladay Park while recognizing that it functions as a regional facility.

**OBJECTIVE 8E**

Street closures, extended curbs or other improvements constructed for traffic mitigation should be landscaped.

**OBJECTIVE 8F**

Require new developments in the gulch to landscape and plant trees in order to enhance the entrance to the City and implement the Beautification Policies in the Arterial Streets Classification Policy (ASCP).

**NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

1. Identify funding sources for park acquisition, development and equipment.
2. Contact local resources like Portland State University and the Oregon School of Design for help in developing a parks plan and environmental design guidelines for the neighborhood.
3. Apply for housing and community development designation.
4. Continue the neighborhood association's parks steering committee to co-ordinate with the neighborhood, Lloyd Center, Lloyd Properties and the Parks Bureau.
5. Identify vacant buildings, properties and their owners particularly properties along NE Multnomah and Halsey which could be used for parks interior to the neighborhood.
6. Request consulting money from the Parks Bureau in order to develop and implement a parks plan for the neighborhood.

7. Contact Tri-Met, Union Pacific Railroad and the State Highway Department to organize a Gulch Action Committee.
8. Explore the possibility of a local improvement district (LID) for funding neighborhood parks.

Discussion: Portland is known for its amount and quality of parks. Somehow the Sullivan's Gulch neighborhood has missed out with regard to public open space. The gulch used to be open space with water, picnic areas and a golf course! As the city grew up and out, the open spaces have changed. The neighborhood plan identifies the need for recreation opportunities within the neighborhood. It identifies and promotes a long-range dream of incorporating public recreational use of the gulch with new development. The plan encourages an effort to better utilize existing neighborhood open space now until development happens. A joint effort with the city, the neighborhood and property owners has begun. The plan furthers this effort.

## **TRAFFIC**

### **FINDINGS**

- Traffic volumes and speed of cut-through traffic are threats to neighborhood safety and livability.
- The neighborhood boundaries are all heavily traveled streets; NE Broadway, NE 33rd, the freeway and NE 15th.
- Traffic on NE 21st is a barrier to pedestrian travel. The street acts as a neighborhood divider.
- Traffic and lack of pedestrian amenities on NE 15th and 16th create a barrier between the neighborhood and the Lloyd Center area.
- Lack of crosswalks on NE 15th, 16th, 21st and Weidler discourage pedestrians
- Traffic volume on NE Multnomah and Weidler threaten preservation of these areas for residential use.
- The streets interior to the neighborhood, except for NE 21st, are very narrow.
- Removal of on-street parking on portions of Clackamas, Wasco and Multnomah may have resulted in increased traffic volume and speed on these streets.
- New developments in the surrounding areas will increase the amount of traffic in the neighborhood if not managed.
- Speed in the alleys between NE Clackamas and Halsey is excessive.
- Two-way traffic will increase exposure to the businesses on NE Broadway.
- Northeast Broadway between NE 16th and 24th has the capacity to carry the through traffic now traveling east on NE Weidler while maintaining on-street parking on NE Broadway.
- Traffic volumes on NE Broadway are approximately 10,000 vehicles per day.
- Lack of pedestrian amenities and traffic speed and volume contribute to an unpleasant pedestrian environment on NE Broadway.
- Buses cause noise and vibration in residences on NE Weidler and Multnomah.
- Truck traffic on NE Multnomah east of 21st is undesirable.

### **POLICY 9: TRAFFIC**

#### **REDUCE THE IMPACTS OF TRAFFIC ON THE NEIGHBORHOOD**

##### **OBJECTIVE 9A**

Ensure broad neighborhood participation and support of the Sullivan's Gulch Neighborhood Traffic Management Plan.



**OBJECTIVE 9B**

Support the return of NE Broadway and Weidler to two-way streets east of NE 16th to NE 24th.

**OBJECTIVE 9C**

Discourage nonresidential traffic from using the neighborhood residential streets.

**OBJECTIVE 9D**

Support the implementation of traffic mitigation efforts in the neighborhood as soon as possible to reduce existing traffic problems.

**OBJECTIVE 9E**

Work with property owners and transportation planners to find alternative truck access to the gulch to reduce or eliminate truck traffic on NE Multnomah.

**OBJECTIVE 9F**

Improve pedestrian crossings and access to NE Broadway, Lloyd Center, light rail, and the east end of the neighborhood.

**OBJECTIVE 9G**

Maintain on-street parking throughout the neighborhood where possible but especially on NE Broadway.

**NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

1. Work with the police to enforce speed limits in the neighborhood.
2. Identify preferred pedestrian routes through the neighborhood and request crosswalks where they can be safe and effective.
3. Identify funding sources for traffic and pedestrian improvements.
4. Explore restoration of on-street parking where it has been removed.
5. Explore the possibility of relocating NE 28th from Weidler to the freeway viaduct to remove the dogleg at Weidler.
6. Explore alternative ways to discourage speeding on neighborhood streets.
7. Explore ways to eliminate through traffic on NE Multnomah and 24th as well as on other streets.

8. Coordinate with NTMP/Transportation Planning to ensure that the plans which provide for Sullivan's Gulch are consistent and mutually supportive.
9. Work with Tri-Met to solve vibration problems from buses on NE Multnomah and Weidler.
10. Explore with Transportation Planning the possibility of making the alleys in the neighborhood one way for safety.
11. Work with the City to ensure adequate funding for implementation of all phases of the Neighborhood Traffic Management Plan.

Discussion: Sullivan's Gulch is generally densely developed along narrow streets. Much of the neighborhood was developed before off-street parking was needed or required. The internal streets seem congested because of constant use of on-street parking. The neighborhood is also surrounded by heavily traveled streets. The neighborhood is fortunate to have been designated for a Neighborhood Traffic Management Plan (NTMP). This current planning process is scheduled for summer completion. The neighborhood action plan is supportive of the NTMP and has been coordinated with it. The plans share the goal of reducing traffic impacts on the neighborhood. The decoupling of NE Broadway and Weidler is mentioned throughout this plan as a land-use related goal although it is also related to traffic issues.

**NEIGHBORHOOD LIVABILITY**  
**Safety and Security, Noise and Nuisance, Neighborhood Identity**

**FINDINGS/Safety and Security**

- Although the crime rate in Sullivan's Gulch is still relatively low compared to many Portland neighborhoods, it is higher than the City's as a whole and higher than is used to be.
- Increased street crime, auto break-ins and burglaries are a threat to the safety and security of the neighborhood residents and businesses.
- The threat of crime fosters fear, suspicion and isolation among residents ultimately resulting in a decline in neighborhood livability.
- Improving the situation will require increased cooperation among management companies, local businesses, civic and church groups and the neighborhood association.

**POLICY 10: SAFETY AND SECURITY**

**REDUCE CRIME AND THE FEAR OF CRIME WITHIN THE NEIGHBORHOOD**

**OBJECTIVE 10A**

Support neighborhood activities which can help reduce crime.

**NEIGHBORHOOD IMPLEMENTING ACTIONS** (These are not intended to be adopted by Planning Commission or City Council.)

1. Develop a crime prevention program within the neighborhood association structure which utilizes available community resources such as the Office of Neighborhood Associations, Neighbors Against Crime, and the Portland Police Bureau.
2. Form a permanent Neighborhood Safety and Security Committee as part of the neighborhood association.
3. Apply for a Crime Prevention Through Environmental Design (CPTED) grant for neighborhood improvements which can help reduce crime.
4. Help educate neighbors and businesses about crime prevention through grants, special studies, programs or speakers for neighborhood meetings.

5. Establish alliances among residents, property owners, tenant groups, area businesses and Portland Police to address common concerns.
6. Identify common concerns such as transients in the gulch, unauthorized use of vacant parking lots or overgrown shrubbery which can be addressed by the neighborhood association and established alliances.
7. Develop "Block Watches", "Eyes on the Streets", and other home security programs like porch lighting campaigns, shrub and tree trimming, neighborhood cleanups and lock programs.

Discussion: The neighborhood identified crime and the fear of crime as issues. That there is only one objective addressing these issues is a commitment from the neighborhood to assume the responsibility for educating and protecting themselves in order to reduce crime.

#### FINDINGS/Noise and Nuisance

- Noise from the Banfield Freeway has increased with the construction of Light Rail and the resurfacing of the freeway.
- Abandoned cars and unkempt yards detract from the attractiveness of the neighborhood.
- Cars left on the street (abandoned or not in working order) interfere with regular street cleaning.

#### POLICY 11: NOISE AND NUISANCE

##### **REDUCE NOISE AND OTHER NUISANCES IN THE NEIGHBORHOOD**

###### **OBJECTIVE 11A**

Enforce the City's noise control, parking and other nuisance ordinances.

###### **OBJECTIVE 11B**

Support ways to reduce noise generated from the Banfield Freeway through co-ordinated efforts of the City, the State Highway Department and the Department of Environmental Quality.

NEIGHBORHOOD IMPLEMENTING ACTIONS (These are not intended to be adopted by Planning Commission or City Council.)

1. Monitor the neighborhood for abandoned cars and other nuisances or code violations.

2. Increase neighborhood pride in conjunction with neighborhood clean-up campaigns.
3. Request assistance from responsible agencies in order to reduce or mitigate the noise from the freeway.
4. Request that the State Department of Environmental Quality monitor air pollution in the vicinity of the freeway
5. Explore removal of unsightly guy wires along NE 21st which inhibit redevelopment of adjacent property.

Discussion: Abandoned cars and increased noise from the freeway were the most common nuisances identified by the neighborhood. The responsibility for initiating ways to deal with these problems is assumed by the neighborhood. The city has codes which address various nuisances. The Banfield Freeway noise is a larger issue which will require an effort coordinated with several responsible agencies.

#### FINDINGS/Neighborhood Identity

- There is little interaction between the large number of apartment dwellers and the population which lives in the detached houses.
- The configuration of the neighborhood is long and narrow making interaction between the east and west ends difficult.
- NE 21st is a barrier between the areas to the east and west of it because of traffic.
- The neighborhood core is effectively separated from other nearby neighborhoods by the Broadway/Weidler corridor on the north, the Banfield Corridor on the south, Lloyd Center on the west and the Hyster property on the east.
- The neighborhood is faced with the challenge of integrating an older, stable population which has lived here for years with a recent influx of young families and a younger, more transient renter population.
- Pressures from businesses, traffic and requests for higher density all affect the social fabric of the neighborhood.

#### POLICY 12: NEIGHBORHOOD IDENTITY

**INCREASE THE POSITIVE IMAGE OF THE NEIGHBORHOOD BY FOSTERING INTERACTION AND IDENTIFICATION WHICH REFLECT THE UNIQUE CHARACTER OF SULLIVAN'S GULCH.**

NEIGHBORHOOD IMPLEMENTING ACTIONS (These are not intended to be adopted by Planning Commission or City Council.)

1. Continue to sponsor an ever-expanding Blackberry Festival every summer to bring people together from the neighborhood as well promote Sullivan's Gulch to other City dwellers.
2. Promote symbols and activities indigenous to the neighborhood to celebrate both community and diversity.
3. Work with City Council to pass an ordinance allowing the placing of banners that advertise the Blackberry Festival.
4. Design a neighborhood flag, tee shirts and other memorabilia using the blackberry as the neighborhood symbol because it represents something sturdy, resilient, thriving on adversity, bearing delicious fruit and very hard to kill!
5. Erect signs or other physical landmarks identifying entrances to the neighborhood.
6. Publish a neighborhood newsletter, the Gulch Gazette, on a regular basis to inform residents and businesses of ongoing neighborhood activities and items of mutual concern and foster a sense of community.
7. Sustain and expand the working committees of the neighborhood association.
8. Establish a nonprofit organization for raising funds and exploring additional resources to aid in implementation of the goal, policies , objectives and activities of the Sullivan's Gulch Neighborhood Action Plan.
9. Request help from the City with annual monitoring and updating of the neighborhood action plan.

Discussion: It is important to maintain a positive community identity in order to further a sense of neighborhood. Highlighting the qualities and activities that distinguish the Sullivan's Gulch neighborhood is a neighborhood goal. The neighborhood plan recognizes that accomplishing a more positive neighborhood image and continuing the neighborhood activities that contribute to its identity is the neighborhood's responsibility.

MH:ls  
July, 1987

ORDINANCE NO. 159897

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

The City of Portland ordains:

Section 1. The Council finds:

1. The Portland Comprehensive Plan and its implementing Ordinances were acknowledged by the Oregon Land Conservation and Development Commission in May, 1981. Comprehensive Plan Policy 3.6 (Neighborhood Plan) allows for the adoption and incorporation of a local plan into the citywide Comprehensive Plan. Neighborhood plan provisions must be consistent with the Portland Comprehensive Plan and its implementing Ordinances.
2. The Portland Comprehensive Plan Policy 3.6 (Neighborhood Plan) encourages the creation of neighborhood plans in order to address issues and opportunities at a scale which is more refined and more responsive to neighborhood needs than can be attained under the broad outlines of the City's Comprehensive Plan. The neighborhood plan serves as a component of that document.
3. The Goal, Policies and Objectives of the Sullivan's Gulch Neighborhood Action Plan are consistent with the intent, Comprehensive Plan Map and purposes and provisions of the Portland Comprehensive Plan as more fully set forth in the Report of the Planning Commission on the Sullivan's Gulch Neighborhood Action Plan (Planning Commission Report).
4. The Goal, Policies and Objectives of the Sullivan's Gulch Neighborhood Action Plan are consistent with the Comprehensive Plan Map with the exception of one property, Lots 1 and 2, Block 6, John Irving's 1st Addition on which a zone change and Comprehensive Plan Map amendment are proposed.
5. There are no Statewide goals, procedures, or timelines to guide the adoption of neighborhood plans other than those addressing citizen involvement (Oregon Statewide Planning Goal 1: Citizen Involvement). Portland's notification procedures, attendance at and co-sponsorship of neighborhood

meetings and workshops, and the public hearing maximized opportunities for citizen involvement throughout the plan development process in compliance with Goal 1.

6. The Sullivan's Gulch Neighborhood Action Plan was developed through a collaborative process between the Bureau of Planning and the Sullivan's Gulch Neighborhood Association. The neighborhood association had previously initiated a citizen-based effort which culminated in the development of the Sullivan's Gulch Neighborhood Action Plan, adopted by the Sullivan's Gulch Neighborhood Association in June, 1986.
7. The data base used for the formulation of the Goal, Policies and Objectives of the Sullivan's Gulch Neighborhood Action Plan is provided in two background documents: the Sullivan's Gulch Problems, Issues, and Strategies, prepared by students in the Portland State University Comprehensive Planning Workshop, December 1982, and the Sullivan's Gulch Neighborhood Action Plan, 1986.
8. Neighborhood plans are intended to promote patterns of land use, urban design, circulation and services which encourage and contribute to the economic, social and physical health, safety and welfare of both the neighborhood and the City.
9. The neighborhood plan is an advisory document for directing and managing change. The adopted Goal, Policies and Objectives of the Sullivan's Gulch Neighborhood Action Plan will serve as an official guide for decision-makers, particularly in land use reviews, and will also guide public deliberations and investments.
10. The Sullivan's Gulch Neighborhood Action Plan includes implementing actions which are not for City Council adoption. They are proposed by the neighborhood as a plan for neighborhood-initiated programs and provide a guide for these self-help, private, or city-assisted projects.
11. Adoption of the Goal, Policies and Objectives of the Sullivan's Gulch Action Plan does not commit the City to implementing the actions or to funding projects at this time, although the policies and objectives include projects which could be pursued and funded in the future.
12. The Sullivan's Gulch Neighborhood Action Plan provides an opportunity for the City and the neighborhood citizenry to address the future of this vital inner-city neighborhood. The plan encourages new investment and development, yet acknowledges that Sullivan's Gulch faces pressures which could result in a



loss of housing and displacement of small businesses and low income residents.

13. The Goal, Policies and Objectives of the Sullivan's Gulch Neighborhood Action Plan have been ratified by the Board of the Sullivan's Gulch Neighborhood Association.
14. All public notification requirements have been met. In addition to Portland Bureau of Planning sponsored community meetings and the Planning Commission public hearing, the Bureau of Planning staff attended all of the Sullivan's Gulch Neighborhood, Plan Association and Steering Committee meetings in order to develop the plan which has been presented to the City Council.
15. All property owners within the Sullivan's Gulch Neighborhood Association boundaries received notification of the May 12, 1987 Portland Planning Commission public hearing where the plan would be under consideration.
16. On May 12, 1987 the Planning Commission held a public hearing on the Sullivan's Gulch Neighborhood Action Plan and recommended adoption of the Goal, Policies and Objectives of the plan.
17. The recommendation of the Planning Commission on the Sullivan's Gulch Neighborhood Action Plan is in conformance with Portland's Comprehensive Plan and with the Statewide Planning Goals as more fully set forth in the Planning Commission Report. The recommended Sullivan's Gulch Neighborhood Action Plan was submitted to the Oregon Department of Land Conservation and Development for review as required by ORS 197.610. No objection was received from the Oregon Department of Land Conservation and Development.
18. It is in the public interest that the recommendations on the Sullivan's Gulch Neighborhood Action Plan be adopted to direct and manage change in the Sullivan's Gulch Neighborhood.

**NOW THEREFORE, The Council directs:**

- a. The introduction, plan history, planning process, findings and recommendation in the Report of the Planning Commission on the Sullivan's Gulch Neighborhood Action Plan, attached and included in Exhibit A and incorporated herein by this reference, are hereby adopted by the Council.
- b. Based on those portions of the Planning Commission Report adopted by the Council, the Goal, Policies and Objectives of the

## ORDINANCE No.

Sullivan's Gulch Neighborhood Action Plan, attached and included in Exhibit A and incorporated herein by this reference, are hereby adopted as a Portland Neighborhood Plan under Policy 3.6 (Neighborhood Plan) of the Portland Comprehensive Plan for application to the area within the boundaries of the Sullivan's Gulch Neighborhood Association.

Passed by the Council, JUL 16 1987

Commissioner Blumenauer  
July 8, 1987  
M. Hecht:ls  
51005007/5250

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

*Edna Cervara* Deputy

BoP

RECEIVED

AUG 03 1987

ACCEPTED na.  
JUL 17 1987

**ORDINANCE NO. 159808**

**CITY OF PORTLAND  
BUREAU OF PLANNING**

**An Ordinance amending the Comprehensive Plan Designation and zoning for  
Lots 1 and 2, Block 6, John Irving's 1st Addition from R2 to C2 and C2B .**

**The City of Portland ordains:**

**Section 1. The Council finds:**

1. The Planning Commission recommends a change from R2, multifamily residential, to C2, general commercial and C2B, general commercial with a buffer overlay zone, for Lots 1 and 2, Block 6, John Irving's 1st Addition as proposed in the Sullivan's Gulch Neighborhood Action Plan, adopted by the Planning Commission on May 12, 1987.
2. The subject property, at the northwest corner of NE 21st and Weidler, is privately owned and in the same ownership and developed with the adjacent lots to the north which front on NE Broadway and 21st.
3. Commercial uses and parking have occupied the subject property since before 1959.
4. Between 1959 and 1981, the zoning on the subject property was C2 under the existing building and AOP, high-density multifamily with a parking overlay, on the remainder of the site.
5. On January 1, 1987, with the adoption of the Comprehensive Plan, the subject property was downzoned to R2, low-density multifamily.
6. The proposal for zone change and Comprehensive Plan amendment are consistent with and supportive of the Comprehensive Plan goals and policies as described in the Report to City Council on the Planning Commission Recommended Sullivan's Gulch Neighborhood Action Plan and specifically Policy 10.4:
  - a. The proposed zone change and Comprehensive Plan Map Amendment to commercial are compatible with the established land use pattern and map because the property directly north across NE 21st has the same commercial depth;
  - b. It is in the public interest that the Comprehensive Plan Map and zoning be amended to correct the error made at the time of the Comprehensive Plan adoption; and

- c. The public interest is best served by granting the zone change and Comprehensive Plan Amendment at this time because its inclusion in the Sullivan's Gulch Neighborhood Action Plan is appropriate and timely.
7. The proposal is consistent with the criteria for rezoning set forth in Comprehensive Plan Policy 10.8:
  - a. Appropriate initiation, filing, notification and hearing procedures were followed;
  - b. The proposed rezoning is to the same classification as the proposed Comprehensive Plan Amendment;
  - c. Urban services are already installed and adequate; and
  - d. Findings to approve the zone change are included in the Report of Planning Commission on the Sullivan's Gulch Neighborhood Action Plan.
8. The proposal to establish the buffer zone overlay along the south 15 feet of the subject property is consistent with the Buffering Policy (2.21) of the Comprehensive Plan Urban Development Goal and Policies.
9. This proposal was initiated by a member of the Sullivan's Gulch Neighborhood Action Plan steering committee and was supported by the neighborhood association board.
10. The zone change and Comprehensive Plan Amendment are not intended to set any precedent for new commercial zoning and uses on NE Weidler but instead to reflect the continuous commercial use of the subject site and correct the erroneous downzoning of the Comprehensive Plan.
11. The Planning Commission considered the proposed zone change and plan amendment within the context of the Sullivan's Gulch Neighborhood Action Plan at a public hearing on May 12, 1987. At that meeting, the Planning Commission unanimously recommended to City Council adoption of the neighborhood plan.
12. Public notice of the May 12, 1987 hearing which included specific language about the rezoning of the subject site was sent to all property owners within the Sullivan's Gulch neighborhood boundary as well as to property owners along the north side of NE Broadway between NE 15th and 33rd.
13. Requirements for notification of the City Council July 8, 1987 hearing have been met.

# ORDINANCE No.

NOW, THEREFORE, the Council directs:

- a. The Report and Recommendation of the Planning Commission on the Sullivan's Gulch Neighborhood Action Plan is adopted and incorporated by reference.
- b. Lot 1 and 2, Block 6, John Irving's 1st Addition are redesignated and rezoned C2 and C2B. The B zone overlays the south 15 feet of these lots as shown on Attachment A.
- c. That this amendment is made for the benefit of the public, since it is part of a neighborhood plan, and the requirement of acceptance by the property owner is hereby waived.

Passed by the Council, JUL 16 1987

Commissioner Blumenauer  
July 8, 1987  
M. Hecht:ls  
51005007/5250

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

*Edna Curran* Deputy