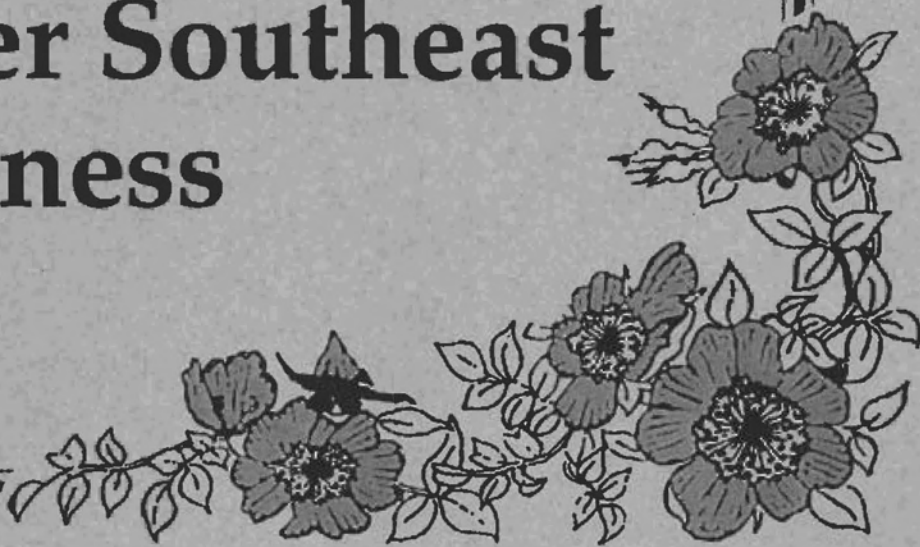


OUTER SOUTHEAST COMMUNITY PLAN



Adopted

Outer Southeast Business Plan



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

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Adopted

Outer Southeast Business Plan

Adopted on January 31, 1996
by Ordinance No. 169763 and
Resolution No. 35491

March, 1996
Bureau of Planning
Portland, Oregon

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

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The Bureau of Planning appreciates the time given to developing this Plan by each member of the Committee.

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Vision for Outer Southeast Businesses

The Outer Southeast Business Coalition (OSEBC) was created to enhance, encourage and market business opportunities in the Outer Southeast area; lobby on behalf of existing businesses and business associations; encourage investment and re-investment in new and developing businesses; and act as a liaison between business and neighborhood associations. In preparing this plan, Outer Southeast Business Coalition members realized that, by focusing on the positive possibilities available to the area in the future, they would be in a good position to help direct the course of changes which might occur.

This Vision, while broad, sets a positive tone for this Plan and for the future of economic development in Outer Southeast. The Policies in this Plan have all been prepared as a means for achieving this Vision.

To raise the standard of living, image, and marketability of the Outer Southeast area and improve its livability by:

- **Increasing the level of personal income, land values, commercial activity, job creation, investment and government activity in infrastructure development**
- **Encouraging expansion and revitalization of existing businesses and creating an environment that attracts new businesses**
- **Reducing criminal activity and fear of crime and providing a safe business environment**
- **Revitalizing and improving neighborhoods**
- **Creating an atmosphere where positive academic achievement is encouraged and desired**
- **Providing a safe, efficient, attractive, full-service transportation system**

Introduction

The Outer Southeast Business Plan proposes a Vision for Outer Southeast business growth and development, as well as specific policies, objectives and actions to reach that Vision. With this plan, businesses have a tool to use to encourage new businesses to locate here and existing businesses to prosper and grow, create jobs and be good neighbors. It explains where the Outer Southeast business community came from, where it is now, where it wants to go and how it plans to get there.

The Plan contains two main sections:

- 1) Comprehensive Plan Policies, Objectives, and Actions
- 2) Outer Southeast Business Coalition Advocacy Agenda

The Vision for Outer Southeast Businesses (page 1) and Policies 1-4 (pages 15-35) and their associated objectives were adopted by City Council by Ordinance No. 169763 on January 31, 1996 as part of the Portland Comprehensive Plan. Actions were adopted by Resolution No. 35491 on the same day.

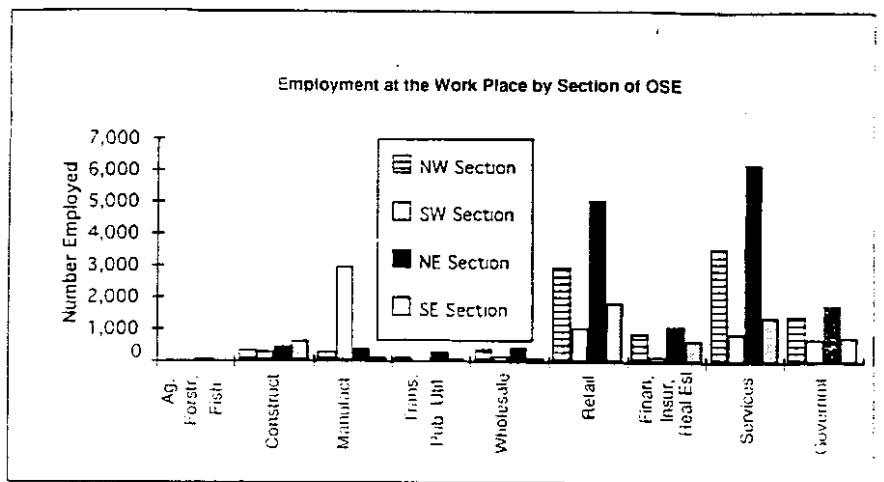
The Outer Southeast Business Coalition Advocacy Agenda was adopted by and provides guidance for only the Outer Southeast Business Coalition and its member organizations.

At the onset of the Community Planning process, the Outer Southeast Business Coalition was composed of business associations west of I-205. Thus, much of the focus of the Outer Southeast Business Plan is on that part of the Plan area. The Coalition has since expanded its membership and anticipates that this plan will be an incentive for businesses and business associations east of I-205 to join with them to implement or expand the Vision throughout Outer Southeast Portland.

Business Growth and Development in Outer Southeast Portland

The economy of Outer Southeast Portland is similar in most ways to the rest of Portland, but distinct in others. Businesses, such as banks and grocery stores, are locally patronized. Some, like Mall 205, are regional, serving residents of Clark and Clackamas counties, as well as those in East Portland and western portions of Gresham. A few, such as wholesalers, importers and exporters, have a broad market outside of the region, even outside the state.

Approximately 122,000 people live in Outer Southeast. Of the 49,000 dwelling units, 87% are single-family dwellings. Nearly two-thirds of the several thousand businesses are classified as retail or services. Manufacturing and construction comprise less than 15% of the 39,900 jobs in the area.



In the late 19th century, the Outer Southeast area was primarily farmland. As Portland grew eastward, bridges, trolleys, trains and automobiles brought more and more people to the area. They bought parcels of land, built houses, and established businesses to meet the needs for goods and services. Most businesses were owned and operated by local residents. Today most businesses still meet the needs of the local residents, and many owners and operators live in the community.

Business Areas

There is a rich diversity of viable businesses along all major arterials throughout Outer Southeast. In addition, there are large concentrations in the following areas:

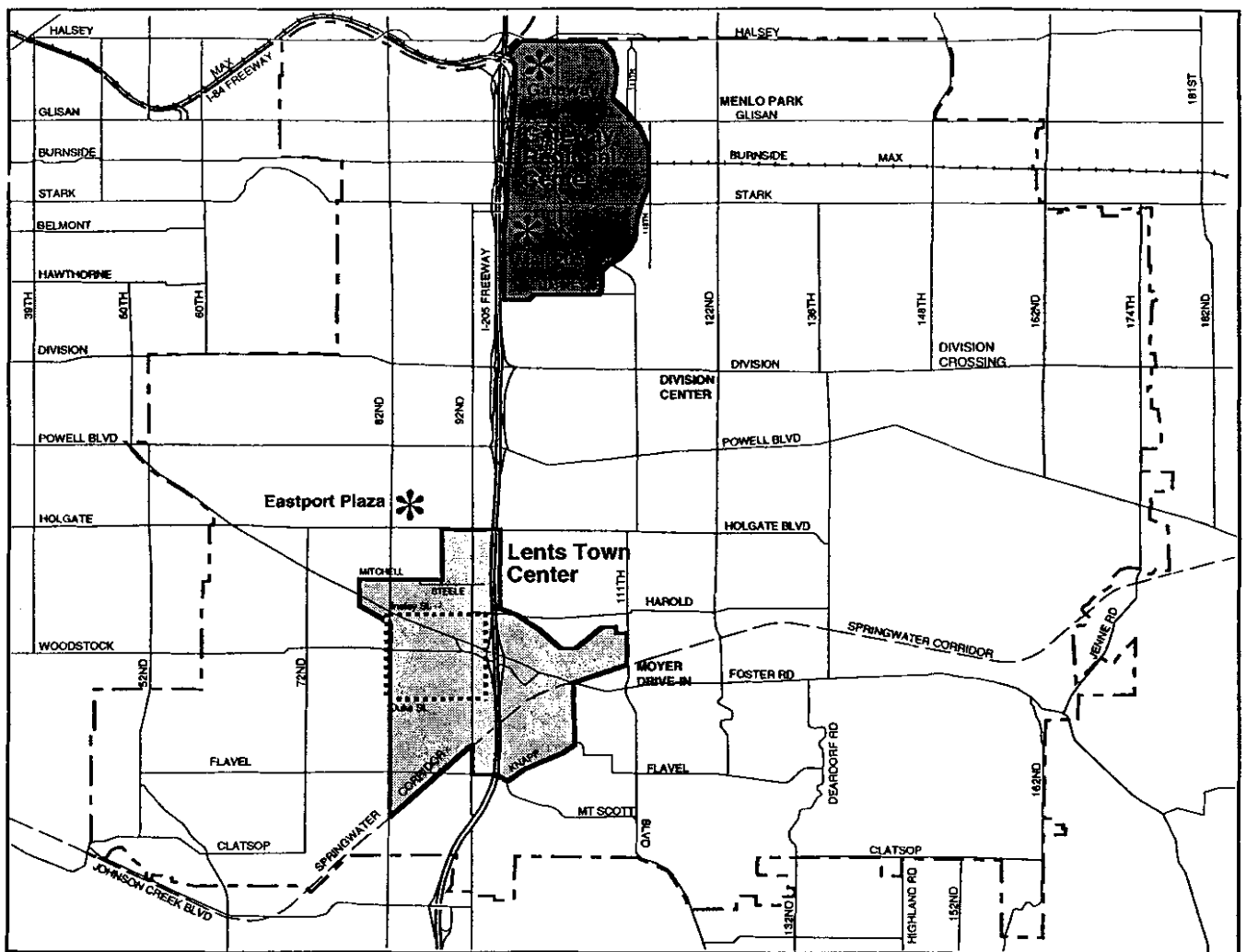
1. Montavilla - SE Stark and Washington between SE 76th and 82nd
2. Lents - SE Foster between SE 87th and I-205
3. Eastport Plaza
4. Gateway Shopping Center
5. Mall 205
6. Menlo Park
7. The following intersections along 122nd Avenue: Division, Powell, Glisan, Halsey, Stark
8. The following intersections along Division: 82nd, 122nd, 148th and 162nd
9. The following intersections along 82nd Avenue: Division, Powell, Foster

Opportunity Areas

Opportunity areas are those sites, large or small, with future economic development possibilities which are not apparent in the current land use. They are scattered throughout Outer Southeast, but some examples the Coalition is familiar with include:

1. Lents Town Center
2. Moyer Drive-In Theater at Foster and around 114th
3. 92nd and Flavel
4. Eastport Plaza
5. Prunedale area between Stark and Burnside; between I-205 and about 102nd

The Coalition anticipates that, through this plan and implementation of the actions herein, it will be in a position to aid the future development of these sites. This will include publicizing them to investors and developers outside the area. The Coalition further expects that, as other opportunity sites are identified in the future, it will be in a position to meet whatever challenges they present as well.





Gateway Regional Center



Lents Town Center

The Outer Southeast Community Plan and Metro both designate the Gateway Regional Center and Lents Town Center as major elements in their business development and growth management efforts.

Business Associations in Outer Southeast Portland

Business associations belonging to the Outer Southeast Business Coalition in August, 1995 were the Foster Area Business Association, Montavilla Business Association, 82nd Avenue Business Association, and Gateway Boosters. Each represents the businesses in its general area, although none has specific geographic boundaries. Each has varying degrees of participation and involvement. Each has regular meetings, elects leaders, and sends out periodic newsletters. They take on projects from time to time to clean up their area, remove graffiti, or carry the business viewpoint to a government agency.

Goals and objectives of each association are similar: to support the welfare of the community and improve the business and living environment in their specific area. A typical motto might be "Working Together for Progress". Their basic objective is to promote the community surrounding the business districts.

The 82nd Avenue Business Association started as the 82nd Avenue Community Boosters. Its northern boundary is generally I-84; its southern boundary the Multnomah/Clackamas County line. Its original purpose was to deal with vandalism, prostitution, cruising and theft. Today it is still concerned with local problems and offers its members a "single voice and primary leadership in developing, organizing and promoting healthy business growth".

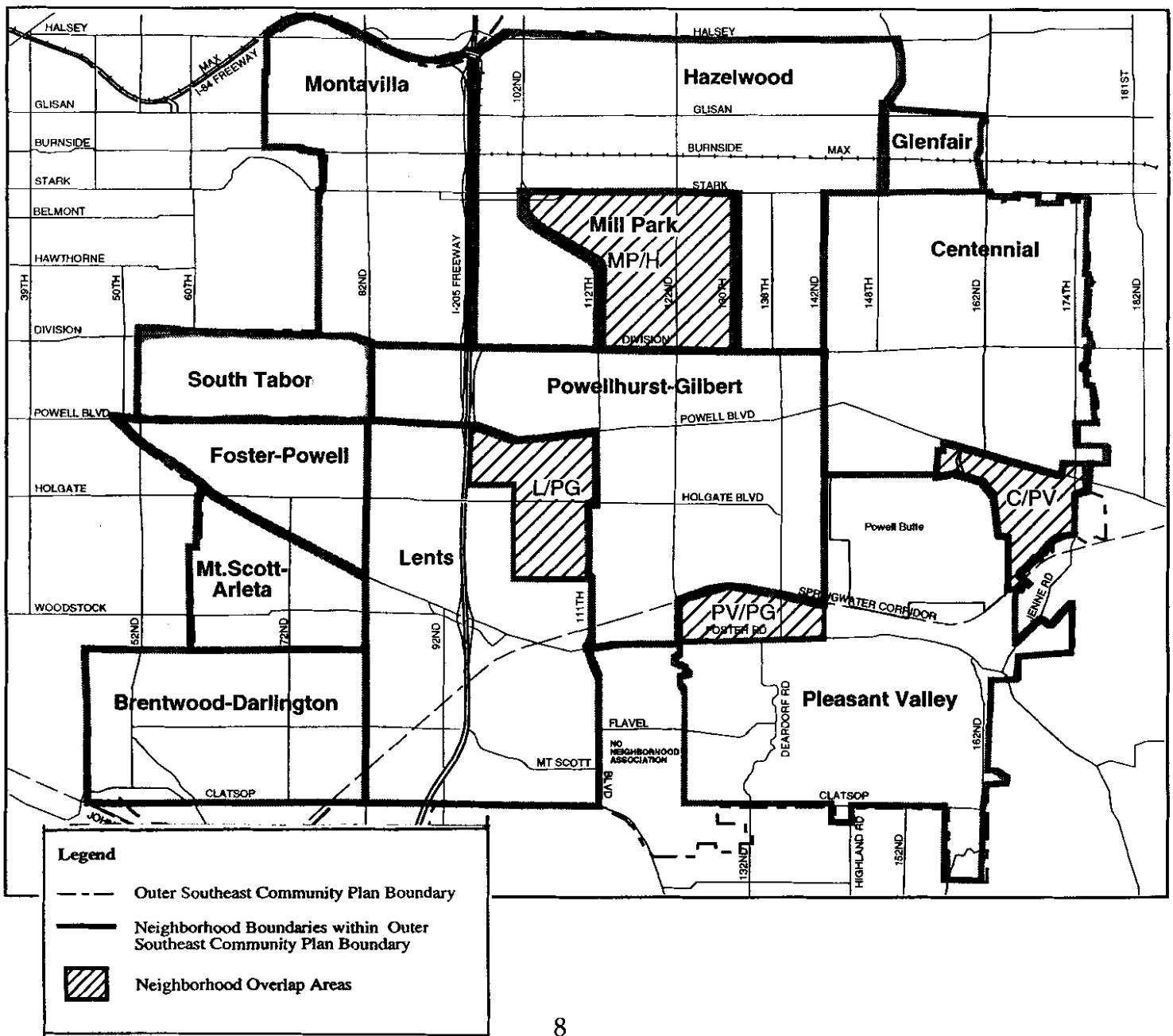
The Foster Area Business Association has its roots in the Foster Avenue Boosters group started in the 50s, its primary function being to offer a single voice for its members in dealing with "City Hall". Although activity declined in the late 60s, it was revived in the late 80s when the Portland Development Commission sought to revitalize business associations. Today the Association draws its membership from businesses along Foster Road, from its junction with Powell to approximately 112th.

The Montavilla Business Association's roots go back to around 1910, when it was known as the Mt. Tabor Village Association. Today, more than 40 merchants regularly participate in the Association's activities and another 50 merchants are active in the Association's Phone Tree. The Association represents businesses located mostly along Stark and Washington between 76th and 92nd streets.

The Gateway Boosters was formed in 1950 as the Woodland Park Merchants Association. Its purpose was to promote the area with services to the community. Since its inception, three major shopping centers were constructed within its area of influence: Gateway (1954), Menlo Park Plaza (1957), and San Rafael. Fred Meyer was instrumental in having an arch built to demonstrate, in a highly visible and meaningful manner, the importance of this area for the future. In 1991 the arch was removed for safety reasons. Many local residents and businesses were strongly opposed to its removal, which had identified the area for so long.

Connections between Businesses and Neighborhoods

Most business associations are located on borders between two or more neighborhoods. Businesses are a vital ingredient in the formula for a successful community. Neighborhoods and businesses recognize that a flourishing business district will make a more viable, livable neighborhood. Neighborhoods can exist without businesses, of course, but there will be a price. It takes more time to walk or travel longer distances to meet food or personal needs when businesses are not nearby. Time, money and environment all suffer when businesses are not an integral part of our communities and neighborhoods. It is the hope and desire of those who formulated this business plan that it interfaces in an acceptable manner with the neighborhood plans.



The Planning Process

The Community Planning Process for the Outer Southeast District began in early 1992. Staff from the Portland Bureau of Planning met with members and leaders from neighborhood and business associations to help define their ideas about boundaries, the process, goals, and objectives. Between May and November, 1992 representatives from the 82nd Avenue, Montavilla and Foster Area business associations met on a monthly basis in a workshop format as the Outer Southeast Business Coalition with Bureau of Planning staff to voice their concerns and suggestions for improvements. The Gateway Boosters recently joined the effort.

During the 1992 sessions and into 1993, Warren Baker, a student at Portland State University, worked with the Business Coalition and Doug Warren of the Bureau of Planning on policy and plan development. A draft plan was prepared on May 10, 1994. The draft Outer Southeast Business Plan was submitted to the CAC, neighborhood associations, and Technical Advisory Committee (TAC) for review and input.

Between Fall, 1994 and February, 1995, the Business Coalition met weekly to revise the Plan. The Business Coalition adopted the Proposed Plan on January 25, 1995. It was adopted by member organizations shortly thereafter. The Proposed Plan identified the Lents/Freeway Land Company site as a special Target Area. In January, 1995 the Business Coalition held its first Visioning workshop on Lents, the Freeway Land Company site, and the surrounding area. This workshop started a process which led to the inclusion of the Lents Town Center as a separate subarea within the Outer Southeast Community Plan.

The Business Coalition requested several amendments to its plan during Planning Commission hearings in March and June, 1995. Those amendments approved by Planning Commission were incorporated into Recommended Plan.

City Council held public hearings in November, 1995 and January, 1996 on the Recommended Plans. City Council adopted the Outer Southeast Business Plan by ordinance and resolution on January 31, 1996.

Relationship of the Outer Southeast Business Plan to the Outer Southeast Community Plan and the Comprehensive Plan

The Outer Southeast Business Plan is part of the Outer Southeast Community Plan, which was adopted as part of Portland's Comprehensive Plan by the Portland City Council on January 31, 1996 by Ordinance No. 169763 and Resolution No. 35491. The Outer Southeast Community Plan creates an overall framework for the twenty-six square mile plan area. This framework establishes programs, policies, and regulations and identifies actions applicable to or needed to benefit residents of the entire study area. Policies, projects, programs and other provisions which are unique to the business community are contained in the Outer Southeast Business Plan. The Business Plan also reinforces community plan elements applicable to the business community.

Development of neighborhood and business plans within the context of the Outer Southeast Community Plan ensured that the provisions developed for each plan were coordinated with actions planned for the rest of the district. Compatibility of the elements included in the Outer Southeast Community Plan as well as the neighborhood and business plans with the City's Comprehensive Plan were major objectives of the process used for development of the Outer Southeast Community Plan. This process assured that each plan was developed at the same time that the framework for the overall plan was being established. Review and refinement of the district and neighborhood plans progressed as a single process through the development of successive drafts.

Plan Structure

The Outer Southeast Business Plan consists of several parts. They are the Business Coalition's Vision Statement and Goal; Comprehensive Plan policies, objectives, and action charts; Outer Southeast Business Coalition Advocacy Agenda; and appendices. The Business Coalition's Vision, Goal, policies, and objectives were adopted by the City Council by ordinance and are a part of the Outer Southeast Community Plan and Portland's Comprehensive Plan. The action charts were adopted by resolution. Items adopted by resolution are advisory to decision makers, but do not have the force of law. The Outer Southeast Business Coalition Advocacy Agenda is intended solely for the Business Coalition's own guidance and is not part of the City's Comprehensive Plan, the Outer Southeast Community Plan, nor the adopted Outer Southeast Business Plan.

Vision and Goal: The Outer Southeast Business Coalition's Vision Statement illustrates where the Plan is leading and is stated as a set of six goals identifying overall direction for the Business Coalition. The Goal ties the Outer Southeast Business Plan to the Outer Southeast Community Plan and Portland's adopted Comprehensive Plan. It was adopted by ordinance.

Policies and Objectives: The Outer Southeast Business Plan's policies and objectives address the aspects of the Outer Southeast business community over which those participating in the planning process wish to provide guidance to decision makers. Policies 1 - 4 were adopted as part of the Outer Southeast Community Plan and Comprehensive Plan by ordinance. The Policies guide actions of both the Business Coalition and other agencies for the following areas: Promotion and Revitalization of Businesses and Institutions, Crime and Public Safety, Traffic and Transportation, and Target Areas. The four Target Areas are (A) Lents/Freeway Land Company; (B) 82nd Avenue south of Foster; (C) Foster Road from 82nd to Powell; and (D) Division from 82nd to 122nd. The objectives identify ways in which to carry out those policies. The Lents/Freeway Land Company Target Area remains a part of this plan, but in abbreviated form. Most of the narrative and actions are now included within the Lents Town Center subarea in the Community Plan. What remains are items which are not directly included in the Lents Town Center or more appropriately belong entirely within the purview of the Business Coalition.

Action Charts: The action charts specify projects, programs and regulatory measures that carry out the Business Plan's policies. They are assigned a time frame and implementor to carry them out. Implementors have expressed interest and/or support for the action with which they are linked. Implementors are named with the understanding that circumstances may affect the implementation leader's ability to take action. Action charts were adopted by resolution.

Advocacy Agenda: The Outer Southeast Business Coalition Advocacy Agenda is internal to the Outer Southeast Business Coalition and was adopted by the Outer Southeast Business Coalition only. It addresses advocacy items outside the Outer Southeast Community Plan area or scope. The Outer Southeast Business Coalition is solely responsible for implementing these actions.

The Outer Southeast Business Plan and Neighborhood Plans

This plan covers all of the Outer Southeast Community Plan area. Individual neighborhood associations within the same area have also prepared plans for their neighborhoods. Bureau of Planning staff reviewed each plan to assure consistency with each other as well as the Community Plan. However, it is possible that, sometime in the future, some policies, objectives and actions might be interpreted in such a manner as to create a conflict. Should this occur, decisions will be made based on both the Comprehensive Plan and individual elements of the Outer Southeast Community Plan.



Division Center at 122nd and Division



122nd Avenue

Population growth east of I-205 is spurring increased commercial development as well.

**Policies, Objectives
and Implementation Actions**

Policies, Objectives & Implementation Actions

The following policies and objectives are included in Portland's Comprehensive Plan. Inclusion of these statements in the Comprehensive Plan makes the Outer Southeast Business Plan a part of Portland's Comprehensive Plan; excluding only Outer Southeast Business Coalition Advocacy Agenda, which was adopted by the Outer Southeast Business Coalition only. Future land use changes in the Outer Southeast Community Plan area will be required to conform with the City-wide Comprehensive Plan, Outer Southeast Community Plan and Outer Southeast Business Plan. These policies read:

Comprehensive Plan Policies 2.26 and 3.9

2.26 Outer Southeast Community Plan

Promote the economic vitality, diverse residential character, unique environmental quality, and livability of outer southeast Portland by including the Outer Southeast Community Plan as a part of this Comprehensive Plan.

3.9 Outer Southeast Community Plan Neighborhoods and Business Plan

Include as part of the Comprehensive Plan neighborhood and business plans developed as part of the Outer Southeast Community Plan. Neighborhood and business plans developed as part of the Outer Southeast Community Plan are those for Centennial, Foster-Powell, Hazelwood, Lents, Mt. Scott-Arleta, Mill Park, Montavilla, Outer Southeast Business Coalition, Pleasant Valley, Powellhurst-Gilbert, and South Tabor.

Objectives:*

- G.** *Enhance the image, marketability, and vitality of businesses and business areas in Outer Southeast. Use the Outer Southeast Business Plan to guide decisions on land use, transportation, capital expenditures, and economic revitalization programs.*

- * Other objectives associated with Policy 3.9 have as their subjects the other neighborhoods within the Outer Southeast Community Plan study area which developed neighborhood plans as part of the community planning effort.

Comprehensive Plan Policies

Policy 1. Promotion and Revitalization of Businesses and Institutions

Encourage expansion and revitalization of existing businesses and institutions in order to create an environment attractive to new development.

(Adopted as part of Portland's Comprehensive Plan)

Objectives:

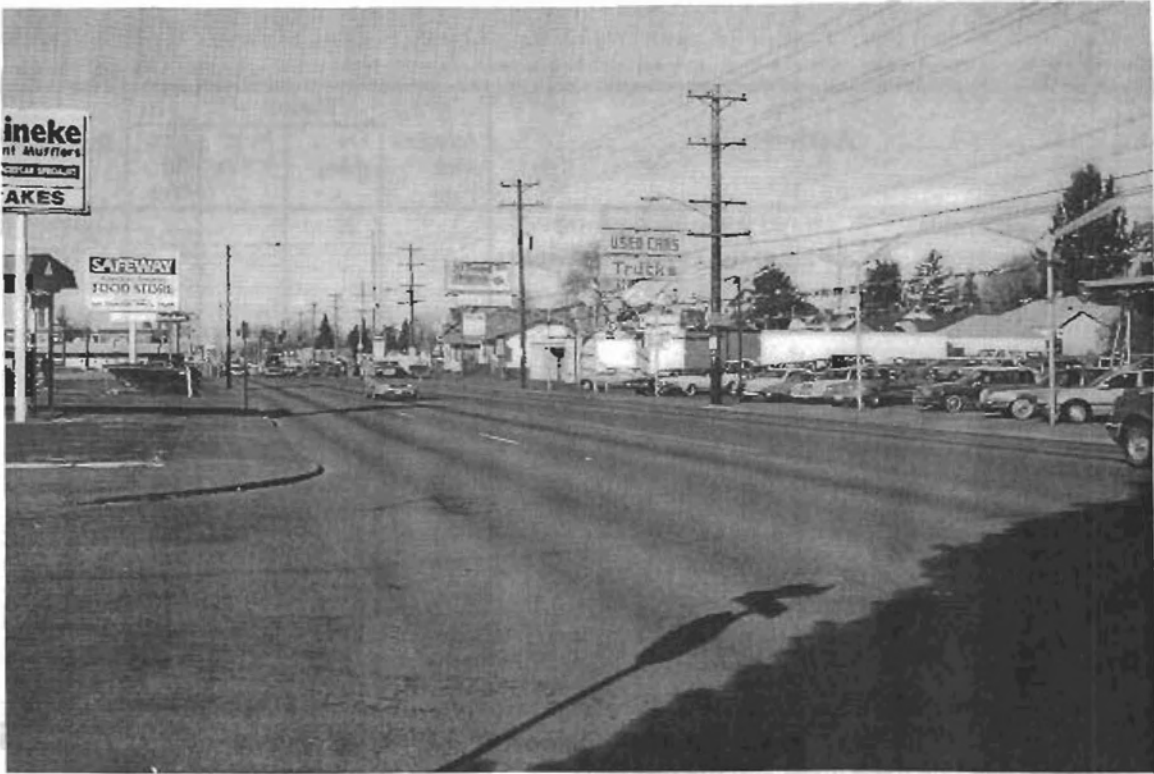
1. Rebuild and develop Outer Southeast commercial and business areas into a vital thriving community that will encourage further business expansion and development, aid in its orderly growth, and create a positive image.
2. Increase the effectiveness of the Outer Southeast Business Coalition and its member associations.
3. Work closely with residents and neighborhood associations to increase the livability of the Outer Southeast area and the standard of living of its residents.
4. Take advantage of opportunities and recognize limitations of the commercial areas and business community.
5. Encourage pedestrian activity in smaller commercial areas.
6. Encourage residential development which supports the existing, improved, and growing business community.

Action Chart: Promotion and Revitalization of Businesses and Institutions

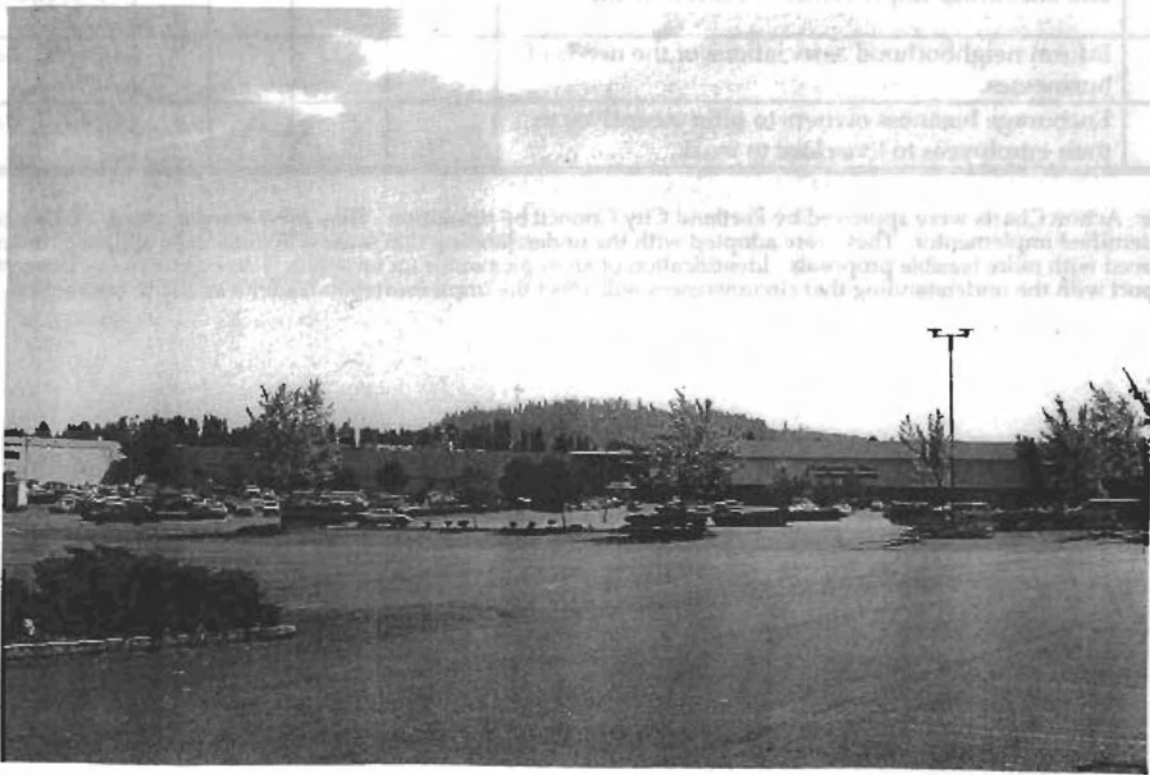
| # | Actions | Time | | | | Implementors |
|-----------------|--|-------------------|----------|------------|-------------|---------------------------------------|
| | | Adopted with Plan | On-going | Next 5 Yrs | 6 to 20 Yrs | |
| PROJECTS | | | | | | |
| P1 | Prepare a marketing analysis and plan, to include: <ul style="list-style-type: none"> analysis of existing businesses and commercial sites inventory of zoning and land uses determination of the type of businesses desirable to attract to the area identification of distinct business district areas identification of the realistic market area customer survey(s) identification of market incentives | | | X | | OSEBC, PDC, CC, APNBA |
| P2 | Seek State funds for Economic Development. | | | X | | APNBA, OSEBC |
| PROGRAMS | | | | | | |
| P3 | Implement the marketing plan by: <ul style="list-style-type: none"> publishing written materials to advertise the area communicating to the public that business areas are working towards general improvement of the area. marketing to employees to increase feeling of pride of ownership marketing to neighborhoods and their associations to increase feeling of pride in nearby commercial areas | | X | | | OSEBC, PDC, CC, APNBA Business |
| P4 | Take the leadership role in publicizing opportunity sites in Outer Southeast by: <ul style="list-style-type: none"> identifying other sites inventorying vacant property throughout the area assisting in any environmental cleanup | | | X | | OSEBC BES, DEQ, EPA |
| P5 | Work with PDC to possibly designate the entire area as an Enterprise Zone and/or Urban Renewal District. | | | X | | OSEBC |

| # | Actions | Time | | | | Implementors |
|-----|---|-------------------|----------|------------|-------------|--------------------------------|
| | | Adopted with Plan | On-going | Next 5 Yrs | 6 to 20 Yrs | |
| P6 | Establish and hold an annual rotating "special event" in each distinct part of the Outer Southeast area on a rotating basis. <ul style="list-style-type: none"> a. Determine its logistics and prepare a plan for its implementation: <ul style="list-style-type: none"> • Look for time of year with good weather. • Identify unused themes of type of attractions. • Consider coordination with Rose Festival. b. Include the following: <ul style="list-style-type: none"> • Bands in parks • Street festivals • Art shows • Ethnic celebrations • Hot air balloons or other attractions as appropriate c. Request special use of MAX for special events. | | X | | | OSEBC, BA, NA, APNBA |
| P7 | Establish events in parks and in commercial areas which celebrate these areas and the residents. | | X | | | OSEBC, BA, NA |
| P8 | Improve communications between neighborhood and business associations. | | X | | | OSEBC, BA, NA, ONA, SEUL, EPDC |
| P9 | Attract residents to existing affordable housing and encourage improvement of this housing. | | X | | | OSEBC, BA, PDC, HAP, ROSE |
| P10 | Inform neighborhood associations of the needs of businesses. | | X | | | OSEBC, BA, APNBA |
| P11 | Encourage business owners to offer incentives to their employees to live close to work. | | | X | | OSEBC, BA |

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.



82nd Avenue



Mall 205 is part of the Gateway Regional Center

Policy 2. Crime and Public Safety

Provide a safe environment for residents, businesses, employees and shoppers in Outer Southeast business areas.

(Adopted as part of Portland's Comprehensive Plan)

Objectives:

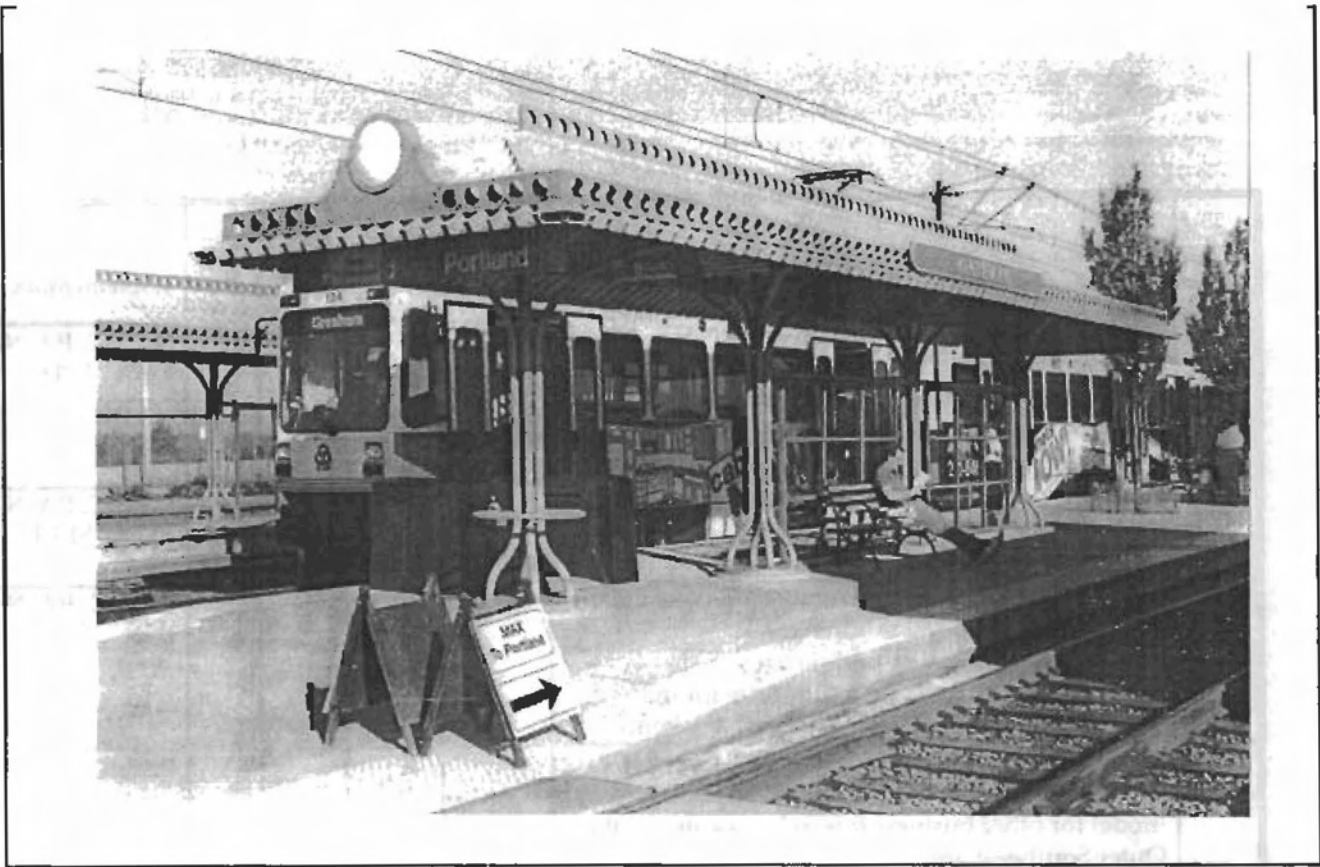
1. Reduce the frequency of crime.
2. Build a long term partnership with public safety agencies, within the framework of community policing.
3. Create business environments through building design and zoning that discourage crime.
4. Ensure that zoning requirements do not contribute to criminal activity.
5. Improve livability by reducing the incidence of vandalism, graffiti and property damage.

Action Chart: Crime and Public Safety

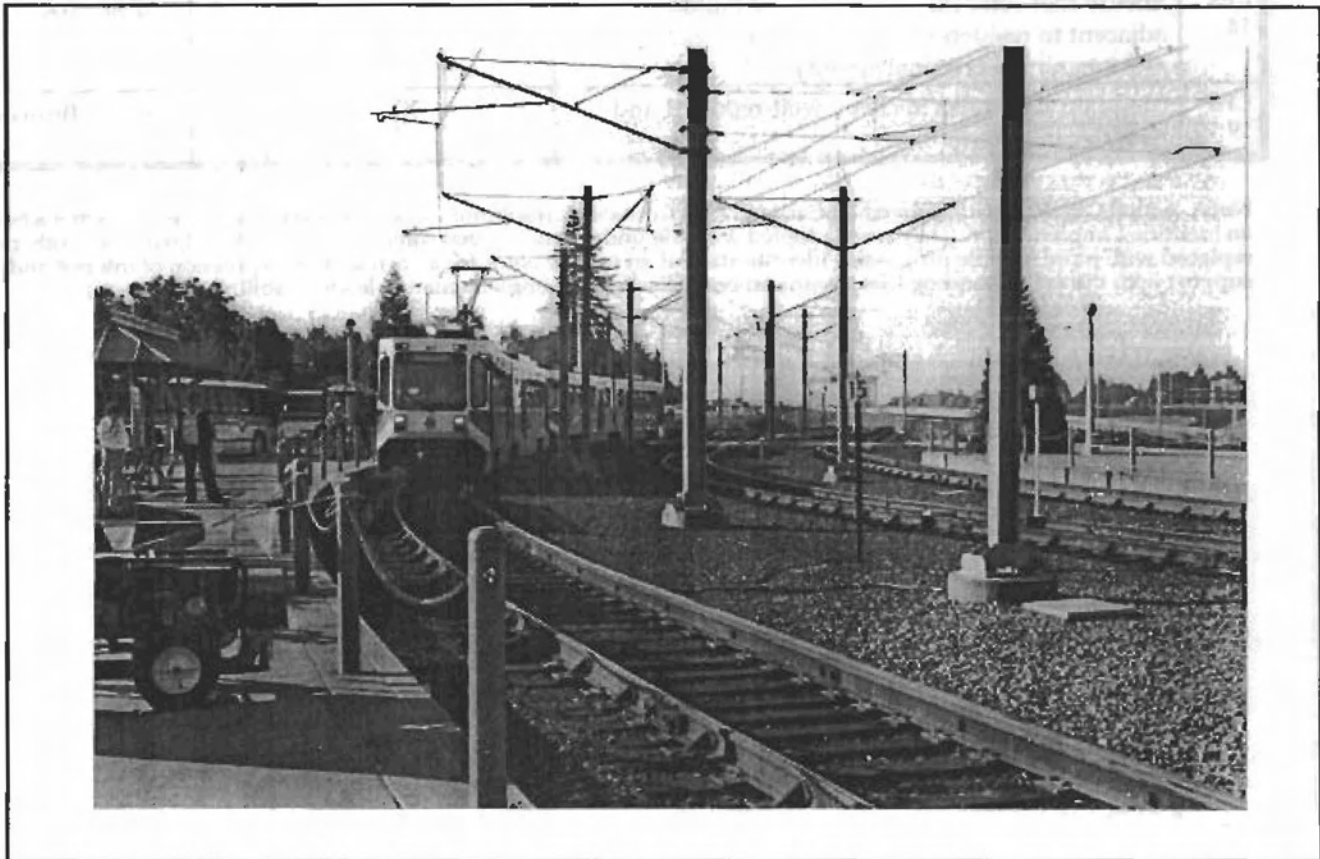
| # | Actions | Time | | | | Implementors |
|-----------------|--|-------------------|----------|------------|-------------|---|
| | | Adopted with Plan | On-going | Next 5 Yrs | 6 to 20 Yrs | |
| PROJECTS | | | | | | |
| CPS1 | Identify crisis areas and establish safety action teams in those areas. | | | X | | OSEBC, BA, PPB, SEUL, EPDC |
| CPS2 | Promote the location of police precincts, local offices or community contact stations in centralized, heavy traffic areas so as to ensure a rapid response time. | | | X | | OSEBC |
| CPS3 | Consider centralized locations for new police precincts. | | X | | | PPB or OSEBC |
| CPS4 | Approve and create appropriate places to post notices. | | | X | | OSEBC, BA, NA |
| PROGRAMS | | | | | | |
| CPS5 | Develop and maintain a strong working relationship between Police Liaison Officers and businesses. | | X | | | OSEBC, BA, PPB |
| CPS6 | Schedule regular meetings between Police Liaison Officers and business associations to determine methods to deal with problems and pose solutions. | | X | | | OSEBC, BA, PPB |
| CPS7 | Regarding street and property lighting: a. Provide street lights in locations which do not meet the city standards. b. Provide information to property owners to encourage upgrade of lighting on their properties. c. Create joint projects between adjacent property owners to provide lighting. d. Use motion detector lights where halogen lights could be in conflict with the neighbors. | | X | | | OSEBC, BA, NA |
| CPS8 | Implement Business Watch within designated areas; strengthen and organize the business community by using Crime Watch. | | X | | | OSEBC, BA, SEUL, EPDC |
| CPS9 | To reduce litter, vandalism, and traffic through adjacent neighborhood streets, negotiate and implement Good Neighbor Agreements between drive-through businesses in proximity to schools, adjacent schools, neighborhood associations, and business associations. | | X | | | OSEBC, BA, NA, SD, EPDC, SEUL, Business |
| CPS 10 | Promote programs to inform property owners to use the principles of CPTED (Crime Prevention Through Environmental Design) to deter crime. | | X | | | OSEBC, BA, PPB, SEUL, EPDC |
| CPS 11 | Encourage removal of visual clutter from utility poles. Include in SOLV campaigns. | | X | | | OSEBC, BA, NA |
| CPS 12 | Increase number of bus stops which are equipped with trash receptacles. | | X | | | TM, BA, NA |

| # | Action | Time | | | | Implementors |
|--------|--|-------------------|-----------------|------------|-------------|---------------------------|
| | | Adopted with Plan | Adopt with Plan | Next 5 Yrs | 6 to 20 Yrs | |
| CPS 13 | Encourage more citizen involvement with nuisance problems by: a. Informing people about the nuisance codes, programs available, and who to call for help. b. Getting people to report nuisance problems. | | X | | | OSEBC, BA, NA, SEUL, EPDC |
| CPS 14 | Establish cooperative relationships with neighborhood associations and coalitions to work on specific crime prevention techniques. | | X | | | OSEBC, BA, NA, EPDC, SEUL |
| CPS 15 | Work with the City to find a more effective means of dealing with illegal dumping: • Consider a \$2.00 refund on tires. • Consider subsidizing a dumpsite for mattresses and other large, non-garbage items. | | | X | | OSEBC, BA, NA, BES |
| CPS 16 | Continue working with the Marshall-Eastport Task Force. Use the Marshall/Eastport Task Force as a model for other business interrelationships in the Outer Southeast area. | | X | | | OSEBC, BA |
| CPS 17 | Strengthen enforcement of City Code regarding nuisances. | | X | | | BOB, BOP, OSEBC, BA, NA |
| CPS 18 | Ensure that setbacks of commercial buildings adjacent to residences do not become dead spaces and encourage criminal activity. | | X | | | OSEBC, BA |
| CPS 19 | Maintain sidewalks in clean, well-repaired and passable condition. | | X | | | OSEBC, Business |

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MAX Gateway Transit Station



MAX Light Rail Transit Line

Policy 3. Traffic and Transportation

Provide a safe, efficient and attractive, full-service transportation system to serve Outer Southeast business areas.

(Adopted as part of Portland's Comprehensive Plan)

Objectives:

1. Support the provision of a High Capacity Transit system along the I-205 corridor from the Airport to Clackamas Town Center and Oregon City.
2. Improve the level of public transit services in Outer Southeast Portland. Ensure that mass transit systems provide adequate service to all businesses in area.
3. Increase the livability and the viability of businesses in the district by improving traffic flow, parking and streets.
4. Improve the functioning of freeway interchanges.
5. Design new development to encourage and better accommodate users of mass transit.
6. Place Park and Ride facilities to serve businesses by strategically locating near centers of employment and shopping, if consistent with City transportation policy.
7. Maintain on-street parking wherever possible.
8. Promote design alternatives which improve street image through a variety of means, such as street trees, signs, utility locations and landscaping.
9. Provide off-street parking that is easily identifiable and accessible.

Action Chart: Traffic and Transportation

| # | Actions | Time | | | | Implementors |
|-----------------|---|-------------------|----------|------------|-------------|---------------------------|
| | | Adopted with Plan | On-going | Next 5 Yrs | 6 to 20 Yrs | |
| PROJECTS | | | | | | |
| TT1 | Study the feasibility and practicality of separating local traffic from commuter traffic to support business areas. | | | X | | OSEBC, PDC, BA |
| TT2 | Study the creation of transportation facility(ies) which connect Outer Southeast Community Plan business areas. Consider use of such facilities as Light Rail Transit, High Capacity Transit, street cars, and shuttles. Seek PDOT and Tri-Met involvement. | | | X | | OSEBC |
| PROGRAMS | | | | | | |
| TT3 | Regarding new high capacity transit alignments in the Outer Southeast area: <ul style="list-style-type: none"> • Work with decision makers to finalize the I-205 High Capacity Transit alignment. • Identify and support other alignments which could serve Outer Southeast Portland. • Gain information about the alternatives and the assessment process in order to provide input into the alignment decisions. • Develop a working knowledge of official documents regarding a possible I-205 High Capacity Transit alignment in order to provide substantive input into decision-making. | | | X | | OSEBC, BA |
| TT4 | Work with PDOT and ODOT to address the following transportation issues relative to specific streets: <ul style="list-style-type: none"> • Pursue improvement of all streets south of Holgate to the county line. • Improve the design of Foster Road from 82nd to 92nd Streets (See Appendix B) • Provide traffic improvements to Foster and 82nd intersection. (See Appendix B) | | | X | | OSEBC, BA |
| TT5 | Work with PDOT and ODOT to address the traffic issues in Appendix B. | | | X | | OSEBC |
| TT6 | Keep abreast of all proposed studies and plans for the I-205/Foster interchange. | | | X | | OSEBC, BA |
| TT7 | Identify geographic areas and possible areas of efficiency where the mass transit system could function better, and transmit to Tri-Met. | | | X | | OSEBC, BA, NA, SEUL, EPDC |
| TT8 | Identify trouble spots where excessive speeding or other traffic problems occur and report to appropriate agencies. | | | X | | OSEBC, BA, NA, SEUL, EPDC |
| TT9 | Encourage Tri-Met to aggressively put and expand bus service on major and minor transit streets. | | X | | | OSEBC, BA |

| # | Actions | Time | | | | Implementors |
|------|--|-------------------|-----------------|------------|-------------|--|
| | | Adopted with Plan | Adopt with Plan | Next 5 Yrs | 6 to 20 Yrs | |
| TT10 | Seek links for pedestrians and bicyclists to residential and commercial areas on the eastside of the I-205 freeway to 101st. | | | X | | OSEBC, BA, PDOT, BOP |
| TT11 | Provide adequate and appropriate Park and Ride facilities. When Park and Ride facilities are being planned, consider making them multi-level structures. | | | X | | TM, OSEBC, BA |
| TT12 | Encourage public transportation to better serve business areas within Outer Southeast and outside area. | | X | | | OSEBC, BA, TM |
| TT13 | Encourage residents within Outer Southeast and outside of area to use public transportation and other alternative modes of travel. | | X | | | OSEBC, BA, TM, NA, SEUL, EPDC |
| TT14 | Encourage customers and workers from outside of the Outer Southeast area to use transit. | | X | | | OSEBC, BA, TM, PDOT, Metro |
| TT15 | Assist in changing negative perceptions of mass transit through education and marketing. | | X | | | OSEBC, BA, TM, NA, SEUL, EPDC |
| TT16 | Strongly encourage Tri-Met to make all its mass transit facilities and stations safe and user friendly. | | | X | | OSEBC, BA, Metro, PDOT, NA, SEUL, EPDC |
| TT17 | Assure and maintain business input into traffic and street improvement projects. | | X | | | OSEBC, BA, PDOT, ODOT |
| TT18 | Use frontage roads and shared parking where appropriate. | | | X | | OSEBC, BA, BOP |
| TT19 | Seek opportunities to establish public parking and joint public/private parking. | | | X | | OSEBC, BA |
| TT20 | Provide input into the process for prioritizing capital improvements regarding streets. | | X | | | OSEBC, BA |
| TT21 | Provide better transit services for residents who live between Division and Stark east of I-205. | | | X | | OSEBC, BA, BOP |
| TT22 | Maintain commercial centers in a clean, well-repaired and passable condition. | | X | | | OSEBC, BA |
| TT23 | Work with the City and State to arrive at mutually beneficial improvement plans. | | X | | | OSEBC, BA |
| TT24 | Work with the appropriate agencies to improve access, e.g. signalization, at SE Foster and SE 104th to the Freeway Land Company site. | | | X | | OSEBC |

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Eastport Plaza on SE 82nd Avenue, the oldest mall in Outer Southeast, anticipates a major renovation in the near future.

Policy 4. Target Areas

The Coalition has identified the following Target Areas as having particularly great economic development potential. The Coalition feels these Target Areas deserve study and attention and want an emphasis put on these areas. Each contains Action items to achieve that potential within the timeframe of this plan. Check also Policy 3 and Appendix B for Traffic and Transportation issues which might be relevant to a particular Target Area.

Provide an effective business environment by providing opportunities for established businesses to expand or reinforce their uses at existing locations.

(Adopted as part of Portland's Comprehensive Plan)

Objective: Seek state, regional and City resources to improve these areas.

A. Target Area. Lents Town Center

This section supplements the Lents Town Center section in the Outer Southeast Community Plan.

The Lents Town Center area is a relatively large area generally along Foster Road between 80th on the west and 112th on the east. Included within its boundaries are the old City of Lents, the 120-acre Freeway Land site zoned for heavy industrial use, Johnson Creek and the Springwater Corridor. The Foster interchange is the only remaining interchange along I-205 with no full-scale development.

The Coalition recognizes that, while the potential exists for creative, innovative future possibilities, that potential can only be realized through careful nurturing from its current status through a transition period before it reaches full fruition. To make that transition happen, the Coalition recommends the preparation of a vision for the entire area, one which can be supported both publicly and privately.

Distinctive Features of the portion west of I-205

- Some areas have limited access to major thoroughfares on one side and buffer zones which preclude access on the other.
- Through-traffic, particularly on 92nd and Foster streets, is increasing.
- Although the area has been in decline, it is improving, both in appearance and in business climate, due in part to city, neighborhood and business planning, and community development efforts.

- Marginal businesses, those which discourage the location of other businesses in the area, are attracted to this district.
- Many commercial businesses and much of the housing stock in the area are in poor physical condition.
- Many businesses in the area are comprised of small ownerships and are located on small parcels.
- There tends to be:
 - Inadequate separation between residences and businesses.
 - Lack and inaccessibility of parking.
 - Limited depth of commercial lots and other constraints on expansion of existing businesses/redevelopments.

Distinctive Features of the Freeway Land Company site

- There is generally:
 - Good freeway access, although access is restricted to the south.
 - Good potential for mixed-use and/or other more intensive uses.
- The proximity to Johnson Creek provides a natural amenity, along with the Springwater Corridor recreational trail.
- It is currently zoned heavy industrial.
- It is the largest redevelopable site in planning area.

Distinctive Features of Foster Road from I-205 to 112th

- Housing exists intermittently along this portion of Foster.
- Uses are dominated by auto-oriented and wrecking yard uses.
- Some light industrial uses exist in this area.
- Johnson Creek and floodplain pose an environmental constraint.
- The Springwater Corridor transects Foster.
- Many triangular pieces of property are created by Foster, a radial street.
- High traffic speeds dominate.
- Excellent access to downtown and the airport exists.
- There are many unimproved cross-streets.

Action Chart: Target Area - Lents/Freeway Land Co.

| # | Actions | Time | | | | Implementors |
|-----------------|---|-------------------|----------|------------|-------------|--|
| | | Adopted with Plan | On-going | Next 5 Yrs | 6 to 20 Yrs | |
| PROJECTS | | | | | | |
| L1 | Prepare and implement a master plan for the target area. | | | X | | OSEBC, FLC, ROSE, LNA, PDC, Parks, BOP, BHCD, SEUL |
| L2 | Prepare Business and Marketing plans for the Target Area. | | | X | | OSEBC, PDC, Property Owners |
| L3 | Seek approval for appropriate action to allow consolidation of properties in order to support implementation of the Vision and Business plans. | | | X | | OSEBC, PDC |
| L4 | Seek designation as Urban Renewal District. | | | X | | OSEBC |
| L5 | Establish Economic Development Committee to lead Vision Plan. | | | X | | OSEBC |
| L6 | Contact U.S. Representative's office about possible designation as an Enterprise Zone. | | | X | | OSEBC, PDC |
| L7 | Develop a transportation plan for the Lents Town Center area as shown on the Vision Map, and involve strategic agencies, business owners and residents. | | | X | | OSEBC, BA, PDOT, BOP, ODOT, NA |
| PROGRAMS | | | | | | |
| L8 | Implement the Business and Marketing plans. | | X | | | OSEBC, FLC, ROSE, Business |
| L9 | Take the leadership role in publicizing the many uses of the Target area, especially the Freeway Land Company site. | | X | | | OSEBC |
| L10 | Encourage and support businesses which are employment intensive, thereby bringing a large number of jobs to the area. | | X | | | OSEBC, PDC |
| L11 | Support uses which have low or no off-site impacts such as noise, vibration, or emissions. | | X | | | OSEBC, PDC, BES |
| L12 | Support commercial uses which would enhance other area businesses. | | X | | | OSEBC |
| L13 | Seek citizen input and participation. | | X | | | OSEBC |

| # | Actions | Time | | | | Implementors |
|--------------------|--|-------------------|----------|------------|-------------|--------------|
| | | Adopted with Plan | On-going | Next 5 Yrs | 6 to 20 Yrs | |
| REGULATIONS | | | | | | |
| L14 | Support transition and rezoning that moves away from heavy and general industrial uses to light industrial. | X | | | | OSEBC, BOP |
| L15 | Designate the Freeway Land Company site in the Comprehensive Plan with the flexibility needed to transition from current zoning to zoning which will encourage increased employment and mixture of uses. | X | | | | BOP |
| L16 | Integrate zoning and map amendments, insofar as possible, to provide solutions to problems identified above under Distinctive Features of the area west of I-205. | X | | | | BOP |

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The Freeway Land Company site east of I-205 and south of Foster Road is the largest industrial site in Outer Southeast.

B. Target Area. 82nd Avenue South of Foster

This Target Area encompasses both sides of 82nd Avenue between Foster Road and the Multnomah/Clackamas County line. The area is generally considered narrow strip commercial with high traffic volumes and high burglary rates.

Distinctive Features

- Depth of commercial zoning limits the utility of sites.
- Many sites lack parking.
- Vehicle sales predominate.
- Improvement and widening projects on 82nd north of Foster do not extend to this area.
- Overhead utilities create a cluttered image, and billboards detract from a positive image.
- The right-of-way is crossed by Johnson Creek and the Springwater Corridor.
- The area is depressed by competition from Clackamas County.
- Housing stock is in poor condition.

Action Chart: Target Area - 82nd Avenue South of Foster

| # | Actions | Time | | | | Implementors |
|----|---|-------------------|----------|------------|-------------|-------------------------|
| | | Adopted with Plan | On-going | Next 5 Yrs | 6 to 20 Yrs | |
| | PROJECTS | | | | | |
| E1 | Support the general commercial area at 82nd and Foster, but also seek ways to strengthen its development. | | | X | | OSEBC, FABA, 82ABA, PDC |
| E2 | Support the completion of 82nd Avenue improvements. | | | X | | PDOT, OSEBC |
| | REGULATIONS | | | | | |
| E3 | Apply mixed-use and light industrial zoning in this area. | | X | | | BOP |

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C. Target Area. Foster Road from Powell to 82nd

This portion of Foster Road, from Powell Boulevard east to 82nd, is heavily travelled, with a particularly high volume of commuter traffic. This, combined with the fact that there is insufficient off-street parking for the amount of commercial activity which occurs, makes on-street parking potentially quite dangerous. Significant to a number of business owners is that the south side of Foster Road between Powell and approximately 61st were not included in the Outer Southeast Community Plan.

Distinctive Features

- Many triangular pieces of property are created by Foster, a radial street.
- The I-205 interchange puts traffic pressure on Foster.
- Many businesses are built close to the street.
- There is a mix of neighborhood and destination businesses.
- Land-extensive and contractor businesses exist.
- Pedestrian crossing of Foster is very difficult.
- Buses create conflicts because there are no turnouts.
- There is:
 - Limited ability to expand/redevelop.
 - High potential for redevelopment.



A future vision of Laurelwood Park and the crossroads of Foster Road and Holgate Boulevard
Courtesy of Southeast Uplift, Drawn by Cynthia Bankey, Architect

Action Chart: Target Area - Foster Road from Powell to 82nd

| # | Actions | Time | | | | Implementors |
|--------------------|--|-------------------|----------|------------|-------------|------------------------|
| | | Adopted with Plan | On-going | Next 5 Yrs | 6 to 20 Yrs | |
| PROJECTS | | | | | | |
| F1 | Identify the different business areas and building types along Foster to take advantage of opportunities. | | | X | | OSEBC, PDC |
| PROGRAMS | | | | | | |
| F2 | Continue to encourage both destination businesses and neighborhood businesses. | | X | | | OSEBC, PDC, FABAA |
| F3 | Improve sidewalk environment to attract shoppers. | | | X | | OSEBC, FABAA, Business |
| F4 | Request improved pedestrian crossings. | | | X | | OSEBC |
| F5 | Seek ways to provide additional off-street parking, both for the community and for business customers and employees. | | | X | | OSEBC, PDC, NA, FABAA |
| F6 | Support long term established businesses. | | X | | | OSEBC, PDC |
| REGULATIONS | | | | | | |
| F7 | Expand the depth of commercial property at appropriate locations. | X | | | | BOP |

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D. Target Area. Division from 82nd to 122nd

This Target Area comprises a wide variety of uses, although there is a fair bit of multi-family zoning along the entire route. The area also includes a gravel pit at approximately 106th, which is considered to be an opportunity site for a mixture of uses.

Distinctive Features

- The area is characterized by:
 - Limited new development.
 - High traffic volume and speed.
- There is congestion at the freeway interchange.
- Parking is available at most locations.
- Sidewalks exist along most of the street.
- The appearance of the area needs to be upgraded.

Objectives:

1. Emphasize commercial development at 82nd, 92nd, I-205 & 122nd.
2. Emphasize mixed use development near potential transit stations.

Action Chart: Target Area - Division from 82nd to 122nd

| # | Actions | Time | | | | Implementors |
|----|---------------------------------------|-------------------|----------|------------|-------------|------------------|
| | | Adopted with Plan | On-going | Next 5 Yrs | 6 to 20 Yrs | |
| | PROGRAMS | | | | | |
| D1 | Encourage non-traffic intensive uses. | | X | | | OSEBC |
| D2 | Encourage small scale office uses. | | X | | | OSEBC, PDC |
| D3 | Encourage transit supportive uses. | | X | | | OSEBC, TM, Metro |

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 during the life of this plan. 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.



Builder's Square development at Division and 82nd

Outer Southeast Business Coalition Advocacy Agenda

The Outer Southeast Business Coalition Advocacy Agenda is for the guidance of and adopted by the Outer Southeast Business Coalition and its member organizations only. City Council took no action on this Advocacy Agenda. The Advocacy Agenda is not a part of the Comprehensive Plan, the Outer Southeast Community Plan, nor the adopted Outer Southeast Business Plan. These actions will be used to guide the work of the Business Coalition. They may also be the subject of requests for capital improvement projects and grant applications. In no instance will any item included in these sections be used for individual land use site specific issues. The presence of these items in this part of the plan does not reflect or imply any support by the City or its bureaus for these actions.

These are items that would require changing City Codes or Policies, propose changes to the zoning that are not consistent with the Outer Southeast Community Plan policies or zoning map, or may not be appropriate in a Plan developed and adopted for the Outer Southeast Business Coalition.

This Advocacy Agenda is divided into two sections. Section I includes items which solely pertain to the Outer Southeast Business Coalition or are beyond the scope of the plan. Some good ideas that lack implementors are also included. Implementors are organizations or agencies which agree to take the lead responsibility for carrying out an action item.

Section II identifies points that conflict with City policy, with the appropriate policy referenced. These statements are included in this document out of respect for the hard work the Outer Southeast Business Coalition has brought to their plan process.

The Outer Southeast Business Coalition itself will be the Implementor on all items. In addition, in a number of instances, individual business associations (BA) and the Alliance of Portland Neighborhood Business Associations (APNBA) are listed as Implementors. They are listed in parentheses following the action. All actions would occur within the next 5 years except Numbers 2, 3, 10, and 11, identified with an asterisk (*), which are On-going action items.

When the main body of this Plan refers to "High Capacity Transit", the Business Coalition specifically means "Light Rail Transit".

Section I

This section includes items which solely pertain to the Outer Southeast Business Coalition, which are beyond the scope of the plan, or are good ideas which lack implementors.

1. Encourage participation in the business associations to acquire political clout and to gain recognition.* (BA)
2. Educate the Planning Commission and City Council of the needs of the business community.* (BA)
3. Seek legislation to make parents pay for their children's damages to property.
4. Encourage the City to expand the victim assistance fund to help small business owners who are victims of vandalism, graffiti, and other crimes. (BA, APNBA)
5. Increase the level of street improvements on all streets in Outer Southeast.
6. Support all efforts to get Light Rail Transit built along the I-205 Right-of-Way. Explore all means of influence and lobby all decision-makers to assure that the I-205 corridor becomes the next light rail alignment constructed in the regional rail network.
7. Seek ways to manage traffic problems at congested intersections and arterials.
8. Lobby to require that mass transit facilities and stations be safe and user friendly.
9. Assure favorable zone changes and plan amendments which promote redevelopment.*
10. Assure that changes are granted for businesses employing significant numbers of people who reside locally.*
11. When the Inner Southeast Community Plan is written, make sure the zoning for the land south of Foster Road between Powell and 60th is consistent with the zoning in the Outer Southeast Community Plan.
12. Seek formal City recognition of the Outer Southeast Business Coalition as the district-wide coalition of businesses and institutions within the boundaries of the Outer Southeast Community Plan. (APNBA)

Section II

This section includes actions which are against City policy. Each item identifies the appropriate city policy.

13. Lobby the City to change its notification process so that business associations receive notification of zoning applications within their boundaries.
 - a. Ensure that these are distributed in a timely manner.
 - b. Provide written recommendations on site-specific zoning applications.

City Code: Title 3.96. Office of Neighborhood Associations. Chapter identifies minimum standards for recognized neighborhood associations, which determines notification of zoning applications.

14. Request the City to modify site development requirements regarding landscaping:
 - Consider the needs of the business when setting landscaping requirements by assessing why it is needed and what the ramifications may be for customers and employees in the future.
 - Assure flexibility in imposition.
 - Consider counting trees in or near the right-of-way and parking strip in meeting street tree and landscaping requirements.
 - Encourage use of planters.

City Code: Landscaping standards and requirements for commercial areas are found in Title 33.130.225 and 33.248. It is required in some zones because it is attractive and it helps to soften the effects of built and paved areas. It also helps reduce stormwater runoff.

15. Advocate that the Portland Police Bureau establish a standard that will ensure a response time of 3-5 minutes to a commercial area.

The issue of response time should not be addressed in the Plan because it is part of the complicated system of dealing with public safety. Decreasing response time does not always increase public safety. Also, this is a city-wide issue.

16. Increase parking in commercial areas.

City Code: Amount of required on-site (off-street) parking is established by Title 33.266. On-street parking is determined by factors which include, but are not limited to, the street designation, safety, conflicting uses, and local needs.

17. Request PDOT and ODOT to address the following freeway interchange issues:
- Eastbound access from I-205 to Powell Boulevard.
 - A full interchange at Holgate from I-205.
 - Modifications to the I-205/Foster interchange to support the Lents business district.
 - Expansion of the 82nd Avenue/I-84 intersection to a full interchange.

These are regional issues which should be addressed as part of the regional transportation planning process. Neither the City nor the Oregon Department of Transportation will support implementation and may oppose the requested alteration to the Transportation system.

Appendices

Appendix A

Key to Implementing Organizations

| | |
|----------|--|
| APNBA | Alliance of Portland Neighborhood Business Associations, Inc. |
| BA | Business Associations |
| BES | Bureau of Environmental Services |
| BHCD | Bureau of Housing and Community Development |
| BOB | Bureau of Buildings |
| BOP | Bureau of Planning |
| Business | Individual or collective business(es) involved in a particular situation |
| CC | Portland Chamber of Commerce |
| DEQ | Department of Environmental Quality |
| EPA | U.S. Environmental Protection Agency |
| EPDC | East Portland District Coalition |
| FABA | Foster Area Business Association |
| FLC | Freeway Land Company |
| HAP | Housing Authority of Portland |
| LNA | Lents Neighborhood Association |
| Metro | Metro (formerly Metropolitan Service District) |
| NA | Neighborhood Associations |
| ODOT | Oregon Department of Transportation |
| OSEBC | Outer Southeast Business Coalition |
| Parks | Bureau of Parks and Recreation |
| PDC | Portland Development Commission |
| PDOT | Portland Department of Transportation |
| PPB | Portland Police Bureau |
| ROSE | <u>Revitalize Outer South East</u> Community Development Corporation |
| SD | School Districts |
| SEUL | Southeast Uplift |
| TM | Tri-Met |
| 82ABA | 82nd Avenue Business Association |

Appendix B Traffic Issues of Concern to the Coalition

The Outer Southeast Business Coalition identified the following streets and intersections as having traffic problems. The Business Coalition intends to work with the Portland Office of Transportation to correct these problems.

| # | Location | Problem(s) |
|---|----------------------------|--|
| 1 | Stark/Washington | • Speeding |
| 2 | Foster/Woodstock | • Speeding |
| 3 | Foster & 82nd Intersection | • Vehicle Safety • Vehicle Movement • Speeding • Congestion |
| 4 | Foster west of 82nd | • Speeding |
| 5 | SE 92nd | • Truck traffic |

Appendix C
Transportation Capital Improvement Projects of Interest to the Coalition

| | Total Project Costs |
|---|------------------------|
| 1995-1996 | |
| <u>Lents</u> ((\$50,000 in '95-'96 to improve pedestrian environment, including sidewalks, improved crossings, signals, and other traffic calming) | \$ 400,000 |
| 1997-1998 | |
| <u>Brentwood Darlington and Lents</u> : SE 82nd from SE Schiller to SE Crystal Springs (complete 82nd improvements; 4 lanes, 10' sidewalks, street trees, draining, lighting) | \$5,230,000 |
| <u>Foster-Powell</u> : SE Holgate from SE 28th to SE 82nd (eliminate hazardous traffic conditions with pedestrian, transit and other improvements to discourage through traffic) | \$1,510,000 |
| <u>Montavilla and Hazelwood</u> : SE Stark/SE Washington from SE 92nd to SE 108th (traffic safety, traffic operations, bicycle safety and pedestrian access) | \$ 375,000 |