GATEWAY PLANNING REGULATIONS PROJECT

Appendices

CITY OF PORTLAND, OREGON
BUREAU OF
Planning

Effective June 18, 2004

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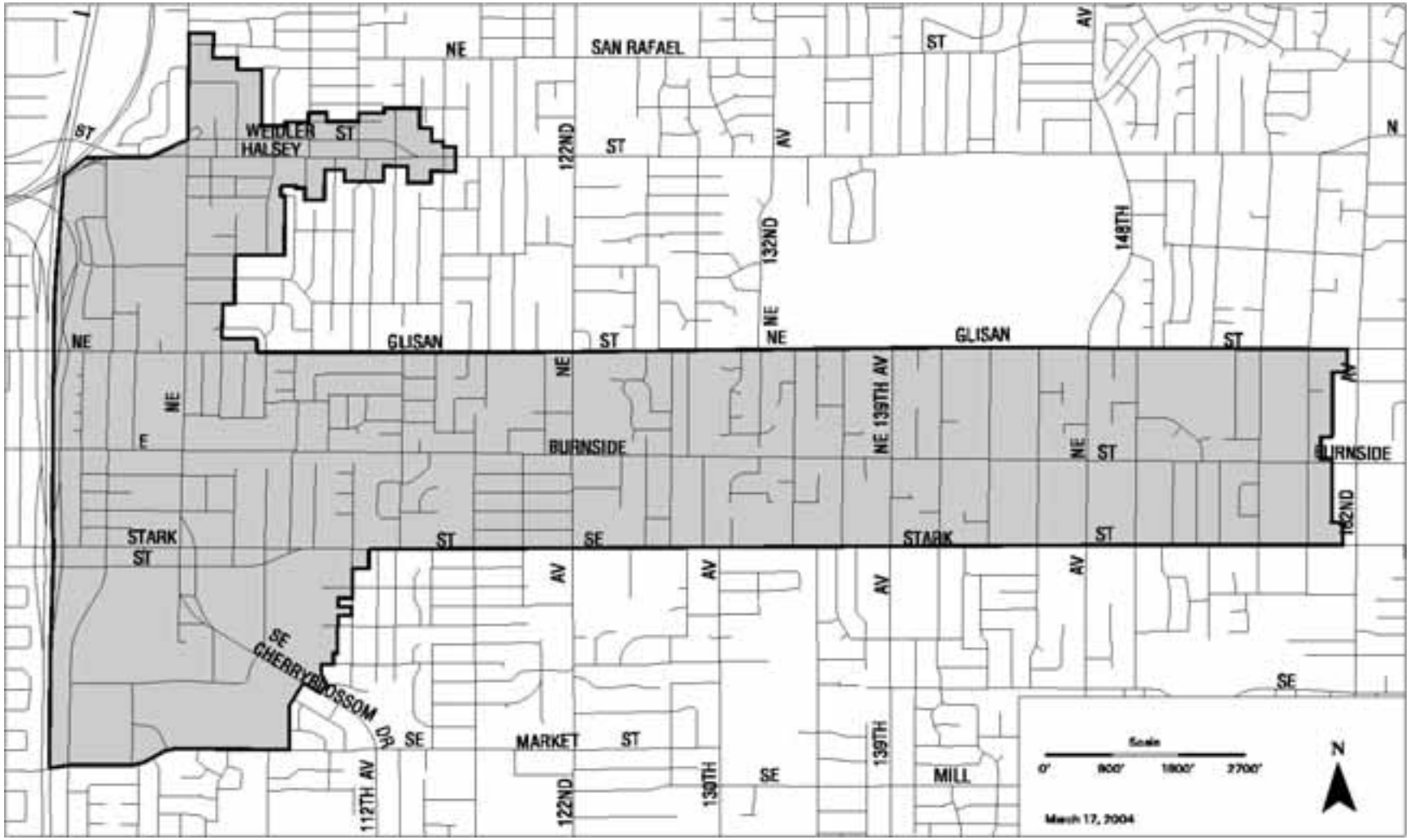
Table of Contents

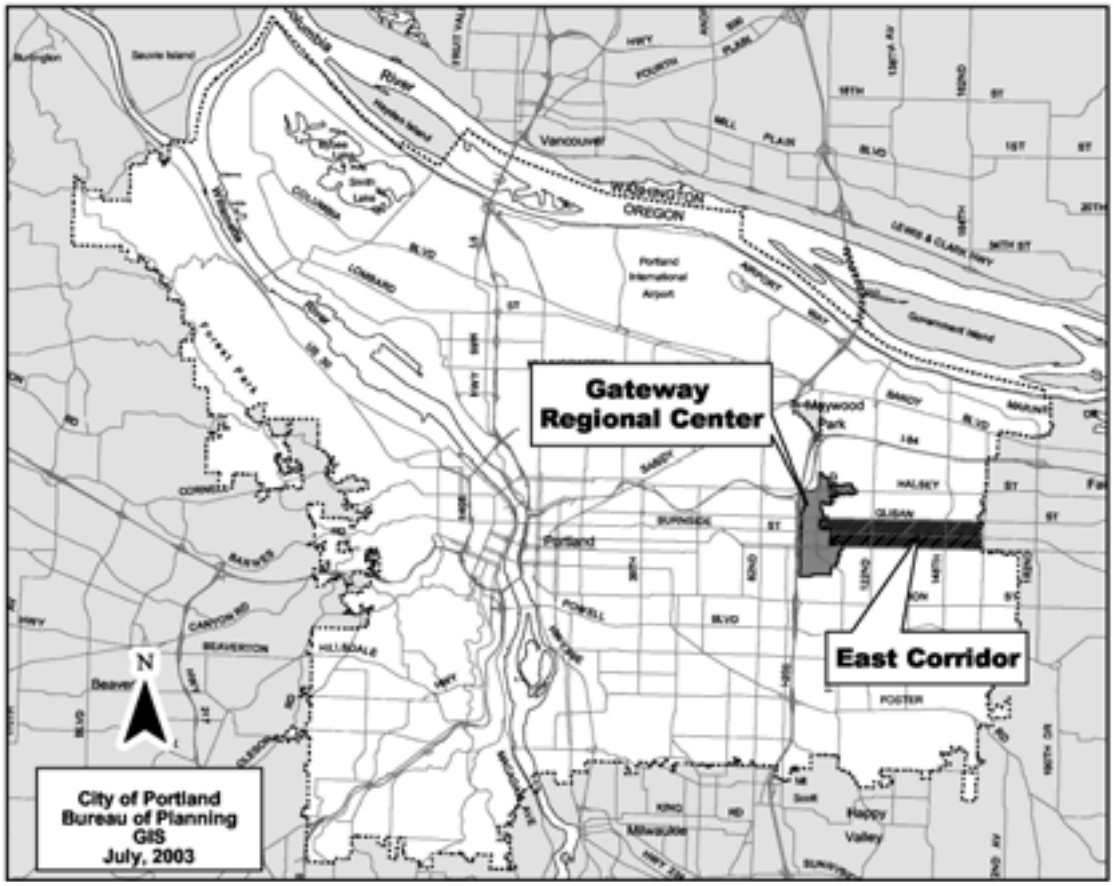


Boundaries of the Gateway Planning Regulations Project

Appendix A: Background

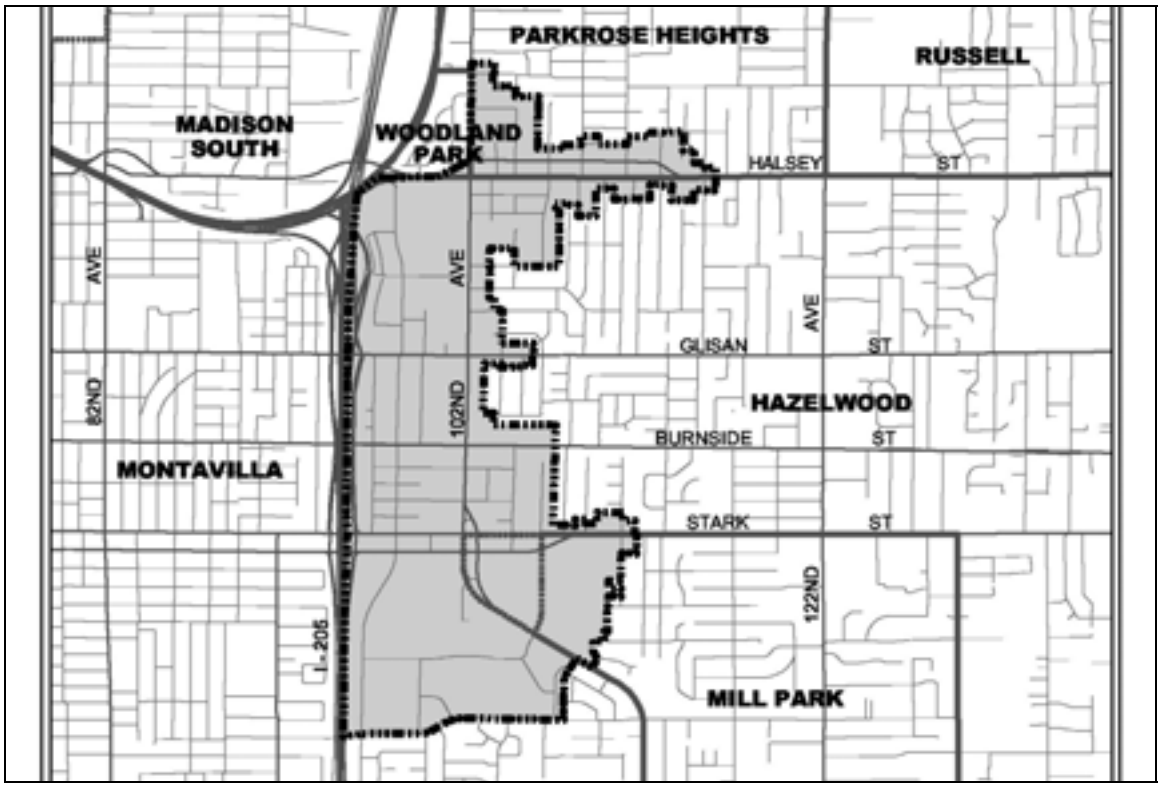
The Gateway Regional Center/Gateway Plan District and the East Corridor Plan District within the City of Portland

The Gateway Regional Center and the East Corridor both lie east of the I-205 Freeway and south of the I-84 Freeway. The map below identifies the location of each within the city of Portland.



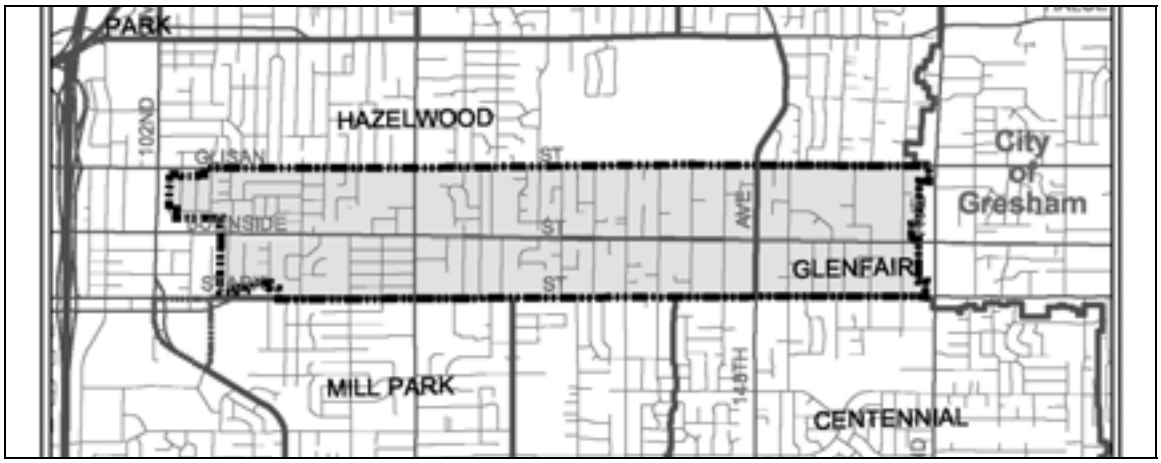
Neighborhoods and the Gateway Regional Center/Gateway Plan District

The Gateway Regional Center/Gateway Plan District is located within three neighborhood associations: Hazelwood, Mill Park, and Parkrose Heights. It is adjacent to the Montavilla, Woodland Park, and Madison South Neighborhood Associations. The map below shows the relationship of the neighborhood associations to the regional center.



Neighborhoods and the East Corridor Plan District

The East Corridor Plan District is located within two neighborhood associations: Hazelwood and Glenfair. It is adjacent to the Wilkes, Centennial, and Mill Park Neighborhood Associations. The map below shows the relationship of the neighborhood associations to the east corridor.



Pre-World War II to 1970

Scattered farms once dotted the area now traversed by the MAX light rail transit line. To serve them, a rural center with a grange, post office, farmer's market and later a school developed in the southwest "Russellville" sector near present day Mall 205. At the end of the nineteenth century a street-car line was built along East Burnside between downtown Portland and Gresham. This rail line contributed to the rapid growth of residential neighborhoods in the area, particularly in the Burnside corridor. The arterial street system began to emerge as an extension of Portland's system, and residents enthusiastically created water districts, school districts, and street improvements. Halsey replicated many small-town main streets, with small stores up to the sidewalk.

The old Russellville School on 102nd, once part of David Douglas School District. The land is now home to almost 450 homes in the Russellville Commons Development.

Following World War II a housing boom hit the area, fueled by low-interest mortgage programs for returning veterans, low land and building costs due in part to easy access to paved roads and a natural subsurface gravel area for storm and sanitary disposal. The proximity of the Glendoveer Golf Course and the high quality of local schools also encouraged growth. Three schools were built within the East Corridor: Glenfair, Menlo Park, and Ventura Park elementary schools, each with an attached public park. The area took on its present character as a low-density suburban area at this time, with commercial, industrial, and higher density residential uses scattered along the major traffic streets. Most of the core residential housing seen in the area today was constructed between 1946 and 1960, though it has continued to grow in population and commercial enterprise to this day.

View east along NE Halsey. Both Fred Meyer, in the middle, and the I-84 Freeway, in the foreground, are under construction, probably the mid-1950s. Courtesy of Bob Earnest

Fred Meyer was the first to envision a scale of shopping not seen before in this part of Multnomah County. In the early 1950s he built one of his signature stores at the junction of Halsey and 102nd. He called it the Gateway Fred Meyer because he envisioned its location as the gateway to the growing east Multnomah County area. In the minds of many who have participated in the Opportunity Gateway Project, this end of the regional center is Gateway, not the more southerly Mall 205. Today, however, the Gateway Regional Center, often just referred to as Gateway, encompasses them all.

Gateway Fred Meyer along NE Halsey and NE 102nd in the mid-1950s (Photo courtesy of Bob Earnest)

To serve the rising population, other malls and shopping centers, such as Gateway Center, Mall 205, and Menlo Park, were built. Car dealerships, fabric stores, apartment complexes, restaurants, and social services shared the major north-south road in the East Corridor, 122nd Avenue. In 1977 Portland Adventist Medical Center, the largest employer in Gateway, opened.

1970 - 1996

The major regional and national transportation elements – I-84 and I- 205 were built in the 1960s and 1970s.

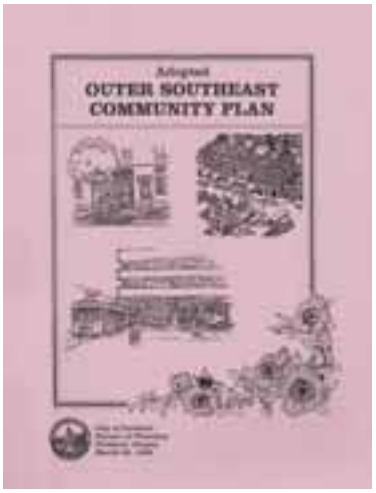
In the early 1970s, the City of Portland, the newly created regional government called the Metropolitan Service District (later renamed Metro), and other jurisdictions within the Tri-County metropolitan area agreed to halt the proposed Mt. Hood Freeway from downtown Portland to Sandy. They proposed, instead, to build a light rail transit line from downtown Portland to downtown Gresham. The line opened in 1986. To make the most of the public's investment in light rail, Multnomah County prepared special plans for both the Gateway transit center and the other stations along the MAX line. These plans were implemented with changes to zoning and transit-oriented development standards. When Gateway and the Corridor were annexed into the City of Portland, these transit-oriented provisions came too.

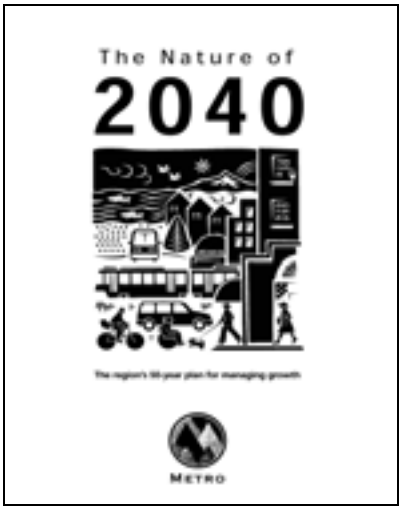
In 1978 Multnomah County adopted its *Framework Plan*, followed by the *Hazelwood Community Plan* in 1979. These plans considered 122nd Avenue between the I-84 Freeway and SE Powell Street to be a logical place to locate automobile dealerships.

Light rail transit station at 148th and Burnside

Beginning in 1986, portions of the area west of 122nd Avenue were annexed to the City of Portland. By 1992 most property in the immediate Gateway area had been annexed by the City. The process was completed by the end of 1995.

The City of Portland initiated the *Outer Southeast Community Plan* (OSECP) in 1992. Somewhat misnamed, the northern boundary of the OSECP was NE Halsey Street rather than East Burnside. As part of this plan, two major policies were created: the Gateway Regional Center subarea policy and the MAX LRT subarea policy. To implement the two, some zoning and *Comprehensive Plan* designations were changed, revisions were made to the existing Gateway Plan District, and the design overlay zone was applied to some properties. The *Outer Southeast Community Plan* was adopted by City Council in January 1996.





The following visions and policies from the *Outer Southeast Community Plan* pertain specifically to the Gateway Project.

Gateway/Mall 205 Regional Center Adopted Vision: Growing dramatically, Gateway has added many multi-storied buildings with ground floor restaurants and trendy retail shops, as was anticipated in 1995. Modern transit stations let passengers off at locations sheltered from the strong east winds and driving winter rains. Beyond the stations lie the heart of this exciting new employment, commercial, and entertainment district, anchored by major retailers and office complexes. The park blocks are the focus of development and offer open space and relaxation for the growing population of residents, workers, and visitors.
(*Outer Southeast Community Plan*, page 26)

Subarea Policy IV: Gateway Regional Center: Foster the development of this area as a "Regional Center." Attract intense commercial and high-density residential development capable of serving several hundred thousand people. Promote an attractive urban environment by creating better pedestrian connections and providing more public open space.
(*Outer Southeast Community Plan*, page 90)

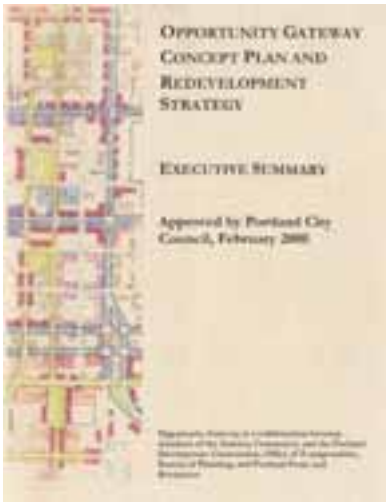
MAX LRT Corridor Adopted Vision: All along the line, folks now walk, bike, and pursue sociable and recreational activities with their neighbors. Apartment, condominium, and row house developments grow up around the area's light-rail transit stations with their lively sidewalk environments. Retail and office establishments, day care centers, gyms, and local shopping centers attract residents who live here for ease of access to the great metropolitan area.
(*Outer Southeast Community Plan*, page 27)

Subarea Policy V, MAX LRT Corridor Adopted Policy: Ensure that private development reinforces and is reinforced by the public light rail investment by encouraging development of intense commercial and dense residential uses near the MAX light rail stations.
(*Outer Southeast Community Plan*, page 96)

Simultaneously, the Metropolitan Service District, later renamed Metro, faced with heady growth in the Portland metropolitan region, instituted a planning process to evaluate whether to expand the urban growth boundary (UGB) and, if so, how and under what conditions. After an extensive public outreach program, the Metro Council voted in December 1995 to adopt the *Region 2040 Growth Concept*, which would increase the UGB by a minimal amount but would target most of the growth to strategic areas inside the boundary. Downtown Portland, as the region's largest market area, is designated the region's employment and cultural hub. Second only to the Central City are the seven regional centers: Gateway, Clackamas Town Center, Washington Square, and the cities of Gresham, Oregon City, Beaverton, and Hillsboro. Regional centers are areas that foster compact, dense development and are well-served by transit and good street networks. Next on the hierarchy, but not ranked, are station communities, such as 122nd, 148th, and 162nd, town centers, and main streets.

1997 – 2001

In early 1997 the Portland Bureau of Planning received a Transportation Growth Management (TGM) grant to undertake the Gateway Regional Center Project. In July of that year, the project was moved to the Portland Development Commission and given the name Opportunity Gateway. After a three-year public involvement process, the *Opportunity Gateway Concept Plan and Revitalization Strategy (Concept Plan)*, which expanded the OSECP vision for the Gateway Regional Center area, was approved by City Council in February 2000.



The *Concept Plan* describes a district that has excellent street connectivity and pedestrian orientation, with significant mixed-use development, especially around its light rail stations. It acknowledges the area's existing character and characteristics, but calls for an overall unification and upgrade of the district's infrastructure, building stock, and visual identity of the district.

Gateway Planning Regulations Project

To implement the *Concept Plan*, City Council in June 2001 adopted the *Gateway Regional Center Urban Renewal Plan* and created the Gateway Regional Center Urban Renewal Area.

In 2001 the MAX LRT line opened between Gateway and the Portland Airport. An extension of MAX along the I-205 corridor to the Clackamas Town Center now under consideration will greatly add to the transportation hub that the regional center has already become.

Summary of events, plans and actions that led to this planning process

1980s	Multnomah County adopts high-density residential zoning in areas around MAX stations and along key portions of the light rail line.
1980s/1990s	After annexation, the City of Portland applies transit-supportive zoning designations comparable to Multnomah County zones.
1994	The *Metro 2040 Growth Concept Plan* identifies Gateway as one of eight regional centers and the 122nd, 148th, and 162nd stations as station communities.
1995	The Metro Council adopts its *2040 Growth Concept Plan.*
1996	In light of Metro's designation, the Portland City Council designates Gateway as a regional center in the *Outer Southeast Community Plan.*
1997	The Bureau of Planning obtains a TGM grant and begins the collaboration with the Gateway community that has come to be known as "Opportunity Gateway." Students from the University of Oregon School of Architecture prepare schematics for the "Prunedale" area. A program advisory committee (PAC) is formed.
1998	City Council asks the Portland Development Commission (PDC) to collaborate with the Gateway community on a redevelopment strategy that would assist the district with its planning and growth management.
June 1998 – June 1999	PDC convenes a 26-person steering committee that includes neighborhood residents, property owners and government staff. Architectural consultants help citizens envision Gateway's future through a series of community workshops.
Oct 1999	PDC reconstitutes the steering committee into the Opportunity Gateway Program Advisory Committee, or PAC, a group of more than 30 interested citizens who represent neighborhoods in the vicinity, local businesses, property owners and government agencies. The committee oversees the development and adoption of the *Opportunity Gateway Concept Plan and Revitalization Strategy* intended to guide development in Gateway over the next 20 years.

Feb 2000	City Council approves the *Opportunity Gateway Concept Plan*.
May 2000	The PAC votes overwhelmingly to authorize an urban renewal feasibility study to explore whether creating an urban renewal district in Gateway would be the best way to realize the improvements laid out in the *Concept Plan*.
Aug-Oct 2000	The PAC convenes a series of 14 small, informal meetings to talk with residents and businesses within the Opportunity Gateway boundary about the *Concept Plan*.
October 2000	The *Opportunity Gateway Urban Renewal Feasibility Study* is issued.
November 2000	The PAC votes to commence the urban renewal planning process in Gateway.
December 2000	PDC's five-member commission votes to direct staff to craft an urban renewal plan for the Gateway Regional Center.
June 2001	City Council creates the Gateway Regional Center urban renewal area and adopts the *Gateway Regional Center Urban Renewal Plan*.

Current Projects

I-205 MAX Light Rail Transit: potential light rail line from Gateway to Clackamas, with one possible station in Gateway at Main and 96th/97th. Cooperative effort of Metro, Tri-Met, the City of Milwaukie, City of Oregon City, City of Portland, Clackamas County, Multnomah County, and Oregon Department of Transportation

102nd Avenue Study: design and engineering study of 102nd as a boulevard. Lead: PDOT

Parks Feasibility: study of possible location and design of parks over the next 20 years. Lead: Portland Parks and Recreation

Appendix B: Summary of Current Conditions in the Gateway Regional Center

The Gateway Regional Center occupies approximately 650 acres. It lies at the convergence of two freeway corridors (I-84 and I-205) and two light rail transit lines, one of which provides direct service to the Portland International Airport. Another line is under consideration to the regional center anchored by the Clackamas Town Center shopping mall. The regional center also contains multiple bus lines and four east-west arterial streets that serve neighborhoods from downtown Portland to downtown Gresham. The regional center includes portions of three neighborhoods: Hazelwood, Mill Park and Parkrose Heights. Its boundaries are roughly defined as NE Weidler Street to the north with a spur up 102nd to approximately NE Tillamook, I-205 to the west, SE Market Street to the south, and the zoning line separating low-density residential from other uses between 103rd and 114th Avenues to the east.

The East Corridor has not had the kind or level of analysis given the regional center. That is because, while this area is expected to grow, that growth is anticipated to occur on an incremental basis and with less direct funding from outside sources.

The remainder of Appendix B pertains solely to the Gateway Regional Center. The information is extracted primarily from the *Opportunity Gateway Urban Renewal Feasibility Study* prepared by the Portland Development Commission in October 2000. The information is based on a study area with an eastern boundary of 122nd and a southern boundary of SE Division Street. The information is somewhat dated and is not inclusive to the Gateway Regional Center, but it is considered sufficient for purposes of this project.

Land Area and Uses

In 2000 the Gateway Regional Center contained a mix of commercial, industrial and residential land uses, as shown below:

Land Use	Acres	% of Area
Commercial/Employment	194.8	32.9%
Tax Exempt*	109.0	18.4%
Multifamily Residential	108.9	18.4%
Rights-of-Way	160.0	16.8%
Industrial	26.3	4.4%
Vacant	23.0	3.9%
Single Family Residential	22.5	3.8%
Open Space*	8.1	1.4%
Total	**652.6**	**100.0%**

*Open space uses are also tax exempt uses, but are called out separately in this table for illustrative purposes. Source: 2000 RLIS Data, Metro

Demographic Characteristics and Trends in 1998

- With an estimated 4,062 residents as of 1996, the greater Gateway study area (east to 122nd and south to SE Division St.) accounted for only 0.3 percent of the 1.6 million residents in the Portland metropolitan area. Study area population declined by about one percent during the 1980s, but appears to have rebounded back to its 1980 level during the 1990s.
- The potential market area (or customer base) served by the Gateway Regional Center is considerably larger than the number of persons living directly in the study area. As of 1996, more than 15,300 households (as of 1996) were within a one-mile ring, with 65,200 residents within two miles. Population within a five-mile ring increased to almost 350,000 — representing 22 percent of the population in the Portland metropolitan area.
- Household size has been somewhat above the City of Portland average. Average household size in the Gateway area appears to have increased somewhat to 2.33 persons per household as of 1996.
- The greater Gateway study area has had a somewhat higher proportion of households with children under 18 than is true throughout the City of Portland. Somewhat paradoxically, the number of children under 18 as a percentage of total population is just below the citywide average.
- Compared to the rest of the city, Gateway has had relatively high proportions of population in the age categories of 35-64 and 65 and over.
- The propensity for households in the study area to use transit for work-related trips is greater than for the rest of east Multnomah County. However, for other trips, there is a somewhat greater propensity to drive alone and less orientation to use transit than is the case regionally.
- Most of the residential housing stock in the study area, 78 percent of all units as of the 1990 census, was built in the three decades from 1950-1980. Less than 5 percent of units were constructed post-1980.
- As of 1994, there were fewer than 1,600 households. Between 1998 and 2000, 1,200 new housing units were built.

Residential Characteristics and Trends

Single-Family Residential

- In the greater Gateway study area (east to 122nd and south to Division), six permits for new single-family residential homes were issued between 1990 and 1997. Average housing size is relatively small, less than 1,220 sq.ft/unit. Average value, as indicated by the building permits, was also relatively low, at just over $66,000 per home.
- In addition to limited new construction, the Gateway study area market for single-family residential development is relatively anemic from a pricing perspective. Over a two-year period, the median sales price of study area homes was just under $99,000 — 76 percent below the regionwide median of $174,000.
- Relatively low values do suggest greater opportunity for transition to higher density development as envisioned for this regional center.

Multifamily Residential

- The market for new multifamily construction has been more vigorous, with permits issued for 16 projects totaling 89 residential units between 1990 and 1997. All but three projects were plexes of two to four units each. The largest project involved 30 units. Average value, based on permit application data, was just under $40,000 per unit.

- The pace of residential development activity picked up dramatically in 1998. Much of the housing has been targeted to affordable and senior housing markets.
- Several of the developments involve some form of public financial support. Incentive mechanisms include transit oriented development (TOD) tax abatement, tax exempt bond financing, low income housing tax credits and PDC loans.
- One study estimated there are almost 2,330 residents in the study area age 55 and over as of 1996. This represents an estimated 57 percent of study area population. It is anticipated that the 2000 Census will show an even greater percentage of persons age 55 and over living within the regional center.

Economic Characteristics and Trends

- As of 1994, over 12,450 people worked in the greater Gateway study area. This represents 1.3 percent of all jobs in the region.
- Major employers include health care and commercial retail service-related activities. There are also a few small industrial employers located west of 102nd Avenue, particularly between Burnside and SE Stark Streets.
- As of 1996, median income of Gateway study area households was just under $32,200 — $1,000 below a citywide median of $33,200.
- Household incomes increase somewhat as one moves out into wider market rings that might be served by commercial businesses in the Gateway area. Median household income in 1998 was $31,050 one mile out, $33,740 two miles out, and $33,550 at the five-mile ring.

Retail and Related Service Commercial

- The mid-county market is well served by neighborhood and specialty centers but underserved with regional retail (i.e., no regional or super regional malls).
- At the end of 1997, retail vacancy rates in mid-Multnomah County remained relatively low at two percent versus 4.2 percent regionwide. Mid-county retail vacancies consistently have been below those of the metro area, albeit with only modest levels of new construction as a result.
- Growth potential for this market is stronger than may be readily apparent. The number of households in mid-county is expected to increase by 39 percent between 1994 and 2015 versus a 52 percent increase for the entire Portland metro area.

Office Development

The entire mid/east Multnomah County area has been a relatively minor player in the region's office market, particularly for Class A office space, but healthy occupancies for available office space indicate potential latent demand.

- According to analyses prepared in both 1995 and 1998, the mid-county market had less than 1 percent of the region's office space inventory.
- Due in large part to limited supply, the office vacancy rate is only 1.8 percent, well below the 1997 Metro average of 5.2 percent. More so than with retail, it is apparent that the development community has not yet stepped forward to take advantage of latent office demand, and the opportunity to serve a large resident work force with office jobs closer to places of residence.

Comprehensive Plan and Zoning Map Designations

The following ***Comprehensive Plan*** **designations** are contained in the Gateway Regional Center:

Designation	Acreage	Parcels	Acreage %	Parcels %
CX	160.39	164	32.6%	18.1%
IR	105.23	183	21.4%	20.2%
RH	59.1	165	12.0%	18.2%
R2	53.05	104	10.8%	11.5%
R1	22.84	66	4.6%	7.3%
R5	19.16	1	3.9%	0.1%
EX	17.29	62	3.5%	6.8%
UC	16.48	46	3.3%	5.1%
OC	13.75	29	2.8%	3.2%
NC	8.74	42	1.8%	4.6%
OS	8.08	16	1.6%	1.8%
CG	5.52	24	1.1%	2.6%
R3	3.06	4	0.6%	0.4%
Totals	**492.69**	**906**	**100.0%**	**100.0%**

Source: 2000 RLIS Data, Metro

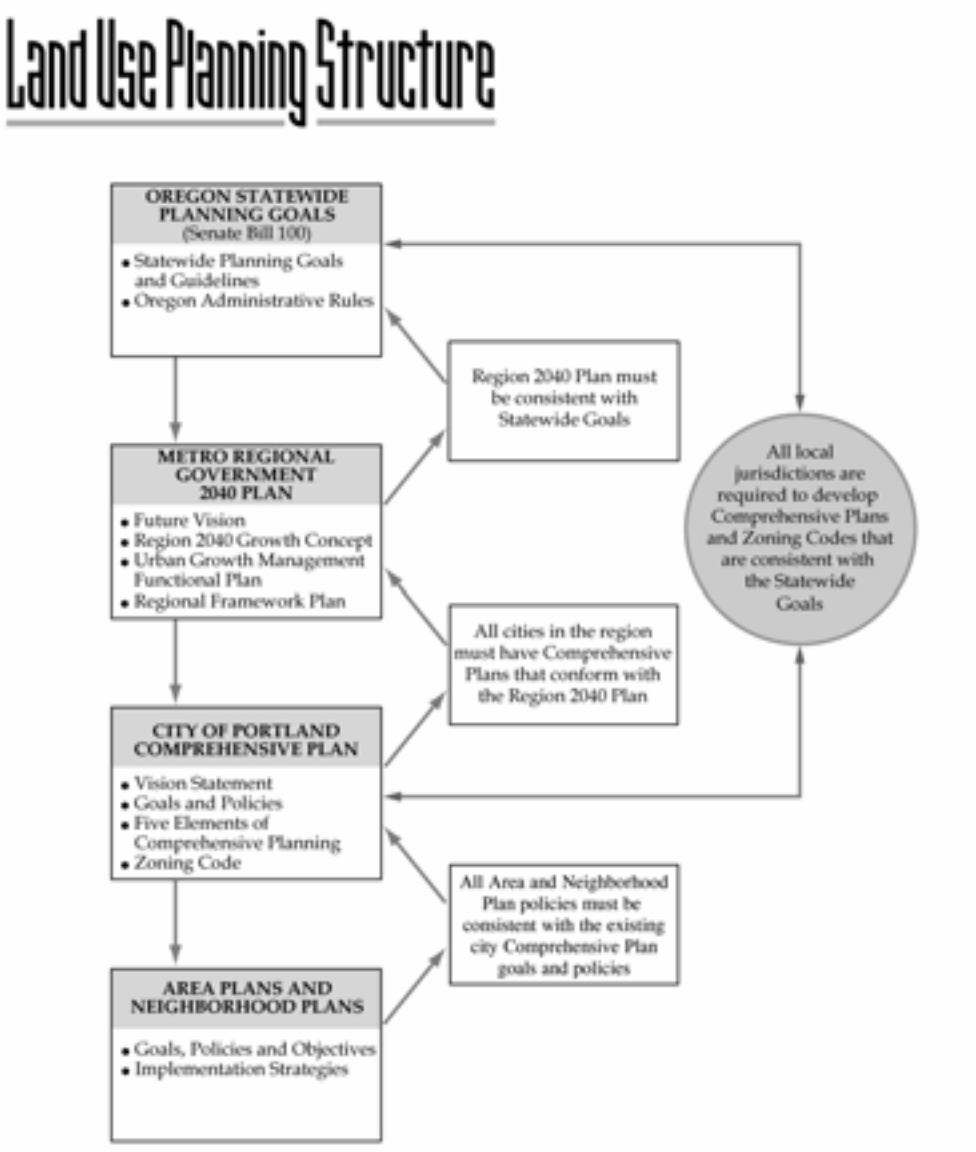
The following **zoning designations** are contained within the Gateway Regional Center.

Zone	Acreage	Parcels	Acreage %	Parcels %
CX	159.0	160	32.3%	17.7%
IR	71.7	81	14.6%	8.9%
RH	59.9	164	12.2%	18.1%
R2	52.9	103	10.7%	11.4%
EG2	32.1	126	6.5%	13.9%
R1	22.8	66	4.6%	7.3%
CO1	21.3	44	4.3%	4.9%
R5	19.2	1	3.9%	0.1%
CS	14.9	33	3.0%	3.6%
CO2	10.9	24	2.2%	2.6%
CN2	8.8	43	1.8%	4.7%
OS	8.1	16	1.6%	1.8%
CG	5.5	24	1.1%	2.6%
R3	3.1	4	0.6%	0.4%
CM	2.6	17	0.5%	1.9%
Totals	**492.7**	**906**	**100.0%**	**100.0%**

Source: 2000 RLIS Data, Metro

Appendix C: Public Policy Framework

The Gateway Planning Regulations Project is conducted within a framework of state, regional and local planning policies that guide future land use, key transportation and public facilities decisions.



This appendix highlights the planning and policy framework considered in development of this proposal.

State Goals and Rules

Through Senate Bill 100, the 1973 Oregon Legislative Assembly established the current regulatory framework for land use planning in the state of Oregon. The Oregon Land Conservation and Development Commission (LCDC), under the authority delegated to them by the legislature, adopted standards called the Statewide Planning Goals. The Department of Land Conservation and Development (DLCD) administers these planning goals. The department also administers two rules necessary for plans and planning projects in Portland: the Metropolitan Housing Rule and the Transportation Planning Rule.

Oregon's Statewide Planning Goals

Oregon's Statewide Planning Goals constitute the framework for a statewide program for land use planning. The 19 goals incorporate state policies on land use, resource management, economic development, and citizen involvement, among others. The statewide goals are achieved through local comprehensive planning.

Metropolitan Housing Rule

The purpose of this rule is to ensure the provision of adequate numbers of needed housing units and the efficient use of land within cities in the Portland region. It is also designed to provide greater certainty in the development process, which can lead to reduced housing costs.

State Transportation Planning Rule (TPR)

The Transportation Planning Rule implements Statewide Planning Goal 12 (Transportation) and is intended to foster the development of land use and transportation patterns that will reduce the number of vehicle miles traveled per capita, reduce overall reliance on the automobile, support developments that are less dependent on the automobile, and encourage other modes of travel.

To implement this rule, jurisdictions must adopt transportation plans that reduce the amount of miles driven and the amount of parking per person (on average) in order to reduce overall reliance on the automobile, promote other forms of travel, improve air quality, and reduce traffic. The intent is to avoid or minimize many of the livability problems that other urban areas face.

Regional Plans and Policies

Metro is the directly elected regional government for the urbanized portions of Clackamas, Multnomah, and Washington Counties. In addition to managing regional facilities, including the Oregon Zoo, the Oregon Convention Center, and solid waste disposal, Metro provides regional land use and transportation planning and determines the location of the region's urban growth boundary.

Region 2040 Growth Concept

The *Region 2040 Growth Concept*, adopted by the Metro Council in 1995, depicts the preferred form of regional growth and development through the year 2040, the character and density of different areas, as well as ways to protect open spaces, natural resources, and air and water quality. The growth concept is designed to accommodate an estimated 720,000 additional residents (a third of whom will be born in the region) and 350,000 additional jobs within the current urban growth boundary (UGB). Fundamental to the growth concept is a multimodal transportation system that ensures mobility of people and goods throughout the region. The *Regional Growth Concept* identifies and maps "design types" such as regional centers, town centers and main streets.

To accommodate future growth and development, Metro, along with the cities and counties in the region, jointly designated a number of mixed-use development areas that correspond to mapped "design types" regionwide. Mixed-use design types mapped within the Gateway Planning Regulations Project area include the Gateway Regional Center and the 122nd, 148th, and 162nd station communities.

Regional Center. Gateway is one of eight regional centers and the only one in the City of Portland. Regional centers are anticipated to become the focus of compact development, redevelopment and high quality transit service, multimodal street networks, and major nodes along regional through-routes. The *2040 Growth Concept* estimates that about three percent of new household growth and 11 percent of new employment growth would be accommodated in these regional centers. From the current 24 people per acre, the *2040 Growth Concept* anticipates about 60 people per acre in regional centers. Transit improvements would include light-rail connecting all regional centers to the central city. A dense network of multimodal arterial and collector streets would tie regional centers to surrounding neighborhoods and other centers. Regional through-routes would be designed to connect regional centers and ensure that these centers are attractive places to conduct business. The relatively small number of centers reflects not only the limited market for new development at this density, but also the limited transportation funding for the high-quality transit and roadway improvements envisioned in these areas.

Station Communities. There are three station communities within the project area: 122nd, 148th, and the City of Portland's portion of the 162nd light rail transit station. Station communities are nodes of development centered around a light-rail or high-capacity transit station that feature a high-quality pedestrian environment. They provide for the highest density outside centers. Station communities would encompass an area approximately one-half mile from a station stop. The densities of new development would average about 45 persons per acre. Zoning ordinances now set minimum densities for most eastside and westside MAX station communities. Because the *2040 Growth Concept* calls for many corridors and station communities throughout the region, together they are estimated to accommodate 27 percent of the new households of the region and nearly 15 percent of new employment.

Urban Growth Management Functional Plan

The *Urban Growth Management Functional Plan* (*Functional Plan*) was created by Metro to aid in early implementation of the *Region 2040 Growth Concept Plan*. The *Functional Plan* establishes specific actions local governments must take to adhere to regional growth

management policies. Among other things, the *Functional Plan* requires local governments to change, if necessary, their policies and ordinances to:

- apply minimum density standards for residential zones, allow accessory dwelling units, and establish 2040 "design type" boundaries (Title 1);
- meet or exceed standards for parking minimums and maximums (Title 2);
- demonstrate compliance with water quality standards and stream protection (Title 3); and
- prohibit large-scale retail uses in most employment and industrial areas (Title 4).

The *Functional Plan* also requires jurisdictions to increase street and pedestrian/bicycle connections, support boulevard design guidelines, and establish transportation mode-split goals to encourage the use of alternatives to the automobile.

Regional Framework Plan

Metro's *Regional Framework Plan* (*Framework Plan*), adopted in 1997, contains the policies that will direct the region's future growth. The *Framework Plan* addresses the following:

- Management and amendment of the urban growth boundary
- Protection of lands outside the urban growth boundary for natural resource use and conservation, future urban expansion or other uses
- Urban design and settlement patterns
- Housing densities
- Transportation and mass transit systems
- Parks, open spaces and recreational facilities
- Water sources and storage
- Coordination with Clark County, Washington
- Planning responsibilities mandated by state law
- Other issues of metropolitan concern

This document brings together these elements and the contents of previous regional policies to create an integrated framework and to ensure a coordinated, consistent approach. While technically a separate document, the *Regional Framework Plan* incorporates goals, objectives and policies established in existing documents, including the *Regional Urban Growth Goals and Objectives*, the *Regional Greenspaces Master Plan*, the *Region 2040 Growth Concept Plan* and the *Regional Transportation Plan*.

Regional Transportation Plan

The *Regional Transportation Plan* (RTP), adopted by Metro in 2000, is a 20-year blueprint to ensure the ability of people and freight to get from here to there as the Portland region grows. The RTP establishes transportation policies for all forms of travel — motor vehicle, transit, pedestrian, bicycle and freight — and lays out the priority projects for roads and freight movement as well as bicycling, walking and transit. The plan is based on forecasts of growth in population, households and jobs as well as future travel patterns and analysis of travel conditions. It considers estimates of federal, state and local funding which will be available for transportation improvements. The plan also comes with cost estimates and funding strategies to meet these costs. The plan was first adopted by the Metro Council in 1983 and is

updated periodically to reflect changing conditions and new planning priorities. Local transportation plans are required by state law to be consistent with the RTP.

City of Portland Plans and Policies

Portland *Comprehensive Plan*

The Portland *Comprehensive Plan* provides the citywide policy framework for the Gateway Planning Regulations Project. The *Comprehensive Plan* is a broad and inclusive expression of community values and aspirations and is designed to guide the future growth and development of the city. Portland's *Comprehensive Plan* includes citywide goals, policies, and objectives, as well as goals, policies, and objectives of neighborhood, community and area plans; a list of significant public works projects; and a map of the city's desired land use pattern. Zoning is a major implementation tool for the *Comprehensive Plan* but is not part of the plan. Since its adoption in 1980, the goals, policies and objectives of the plan have been amended in response to new circumstances, special studies, new technology, and changes in state, regional and local plans and mandates. The adopted Gateway Planning Regulations Project will result in updates to the *Comprehensive Plan* text and map.

Portland Transportation Policies

Portland's *Comprehensive Plan* contains a set of transportation and transportation-related policies for the city. The intent of these policies is to coordinate transportation investments with land use and to create an efficient transportation network that supports economic development and neighborhood livability. In addition to transportation policies, the Transportation Element (the transportation component of the *Comprehensive Plan*) contains street classifications, descriptions of the classifications, and district policies. All of these provide guidance on how the transportation system should work.

Area and Neighborhood Plans

Area and neighborhood plans offer more specific guidance for specific areas within the city. When adopted, most area and neighborhood plans become part of Portland's *Comprehensive Plan*. The following area and neighborhood plans contain policies and objectives that this project will help implement.

Outer Southeast Community Plan

The entire project area is included within the *Outer Southeast Community Plan*, which was adopted by City Council in January 1996. The plan contains six community-wide policies, which contain broad directives for the entire plan area, and eight subarea policies. The two subarea policies that specifically address the project area are:

Gateway Regional Center Subarea Policy: "Foster the development of this area as a "Regional Center." Attract intense commercial and high-density residential development capable of serving several hundred thousand people. Promote an attractive urban environment by creating better pedestrian connections and providing more public open space." The policy contains nine objectives.

MAX LRT Subarea Policy: "Ensure that private development reinforces and is reinforced by the public light rail investment by encouraging development of intense commercial and dense residential uses near the MAX light rail stations." The policy contains six objectives.

Hazelwood Neighborhood Plan

Most of the project area is included within the *Hazelwood Neighborhood Plan*, which was adopted into Portland's *Comprehensive Plan* in January 1996. The goals, policies, and objectives of the adopted *Hazelwood Neighborhood Plan* are in conformance with the goals, policies, and objectives of the Portland *Comprehensive Plan*. The policies of the *Hazelwood Neighborhood Plan* regarding the area within the Gateway Regional Center and the East Corridor were considered in developing the Gateway Planning Regulations Project proposal.

Mill Park Neighborhood Plan

The portion of the project area within the *Mill Park Neighborhood Plan* includes the east side of Cherry Blossom Drive and 102nd from Market to Stark. The *Mill Park Neighborhood Plan* was adopted into Portland's *Comprehensive Plan* in January 1996. The goals, policies, and objectives of the adopted *Mill Park Neighborhood Plan* are in conformance with the goals, policies, and objectives of the Portland *Comprehensive Plan*. The policies of the *Mill Park Neighborhood Plan* regarding the area within the Gateway Regional Center were considered in developing the Gateway Planning Regulations Project proposal.

Cully/Parkrose Community Plan

The portion of the regional center north of Halsey Street is included in the reformatted *Cully/Parkrose Community Plan*, which was adopted into Portland's *Comprehensive Plan* in 1986. The goals, policies, and objectives of the adopted *Cully/Parkrose Community Plan* are in conformance with the goals, policies, and objectives of the Portland *Comprehensive Plan*. The policies of the *Cully/Parkrose Community Plan* regarding the area within the Gateway Regional Center were considered in developing the Gateway Planning Regulations Project proposal.

Opportunity Gateway-Specific Plans and Policies

Opportunity Gateway Concept Plan and Revitalization Strategy

Although this plan and strategy was approved rather than adopted by City Council in February 2000, the *Opportunity Gateway Concept Plan and Revitalization Strategy* was the primary working document shaping the discussion that led to the establishment of the Gateway Regional Center urban renewal area (URA) and continues to form the foundation for future implementation activities within the URA. The future vision, which expanded the vision adopted in the *Outer Southeast Community Plan*, "envisions an intensification of activity in the new regional center. There is increased employment, retail, and housing opportunities, all of which enhance the district's livability. The unparalleled transportation access serving the district has been complemented by an improved local network of streets,

sidewalks, and transit service – including service to and from the airport. Numerous destinations and attractions fill the area, including new parks, an education center, a government center, and cultural facilities. The Gateway transit center has converted from a surface parking lot to a mixed-use community, complete with a public plaza, local shops, and entertainment. The character of existing streets such as 102nd, 99th, and 97th has changed dramatically, with wider sidewalks, street trees, and bicycle lanes. New street connections have been made which reduce congestion on major streets. Much of the through-traffic has been managed. All these improvements have made walking and bicycling more pleasant and commonplace."

Gateway Regional Center Urban Renewal Plan

The *Gateway Regional Center Urban Renewal Plan* was adopted by City Council in June 2001 as the plan that would implement the adopted Gateway Regional Center urban renewal area (URA). Its standing principle, "Establish the Gateway Regional Center," is bolstered by ten subordinate principles, six of which this project addresses directly.

Appendix D: Process

The process for the Gateway Planning Regulations Project has been lengthy, with several starts and stops, but throughout, elements of this project have been inextricably tied to the Gateway Regional Center's success and economic viability. This section briefly discusses the major components of the process. It is described in greater detail in Appendix D.

Opportunity Gateway Program Advisory Committee

The Program Advisory Committee (PAC) guides the Gateway Regional Center urban renewal area. It is composed of approximately 35 members, including representatives of neighborhood and business organizations, residents, property and business owners, government agencies, educational institutions, nonprofit organizations, and the City of Maywood Park. In December 2000 the PAC directed the Portland Development Commission (PDC) to fund the Gateway Planning Regulations Project and, at the same time, established the Design and Development (D&D) Subcommittee. Both Bureau of Planning staff and members of the D&D Subcommittee briefed the PAC periodically on the progress of the project.

Early Stages

October 1999: Project started with three directives:

- Change the EG2 (General Employment 2) in the Prunedale area to EX (Central Employment).
- Re-evaluate elements in the Gateway Plan District that could hinder desired development.
- Reconsider how design review functions in the regional center and propose ways to improve it.

Early 2000: The project was put on hold in order to complete the *Opportunity Gateway Concept Plan and Redevelopment Strategy* (*Concept Plan)*. City Council approved the *Concept Plan* in February 2000.

November 2000: The Opportunity Gateway Program Advisory Committee (PAC) directed the Portland Development Commission (PDC) to fully fund a process that would lead to the type of development desired in the *Concept Plan*.

December 2000: The PAC established the Design and Development Subcommittee (D&D Committee) to work with the Bureau of Planning (BOP). Its purpose was to evaluate the following elements in light of how best to advance the vision for Gateway:

- Change of zone in the Prunedale area from EG2 (General Employment 2) to EX (Central Employment)
- Other possible zone changes
- Elimination of the two-track design review system to a totally discretionary Type II-Type III design review
- Preparation of design guidelines that would be specific to the Gateway Regional Center
- Revisions to the Gateway Plan District

January 2001: Bureau of Planning staff and members of the D&D Committee participated in a series of four workshops designed to elicit feedback from stakeholders about a possible urban renewal district.

- Wednesday, January 24, 2001: Elks Club
- Saturday, January 27, 2001: East Portland Community Center
- Wednesday, January 31, 2001: Midland Branch of the Multnomah County Library
- Monday, February 5, 2001: Adventist Medical Center

At each workshop breakout sessions were held to solicit opinions, thoughts, and concerns from participants. The breakout sessions on design and architecture almost always drew the largest number of people. Comments were written on flip charts, which were then transcribed. The results were considered an important part of the bureau's proposal.

January to June 2001: PDC and the PAC requested BOP to limit its public outreach in order to focus attention on the question of whether or not a Gateway Regional Center urban renewal district should be created. In order not to lose the momentum gained during the workshops, precinct meetings, surveys, and small group sessions, D&D Committee members joined members of the Parks, Transportation, and Education Subcommittees on tours to other communities and developments. These tours plus sessions with Garry Papers, design consultant to PDC, elicited a series of design principles that formed the basis for the Gateway Regional Center Design Guidelines.

June 2001: City Council adopted the *Gateway Regional Center Urban Renewal Plan* and created the Gateway Regional Center Urban Renewal Area.

July 2001: The Gateway Planning Regulations Project started up again, this time with four neighborhood walks, a working draft concept, and the first set of public workshops.

December 2001: The Oregon Supreme Court's decision in *Shilo vs. Multnomah County et al.* changed the way urban renewal taxes are categorized, putting several urban renewal projects at risk.

January 2002: In order to be responsive to the issues addressed by the Oregon Supreme Court, the Portland Development Commission put all projects, including Gateway, on hold.

September 2002: The Gateway Planning Regulations Project was restarted by the PAC and PDC.

Design and Development Subcommittee

The Design and Development Subcommittee was the forum and guide for this project. Barring the months when the project was on hold due to the Shilo Inn case (*for more information on this, see the January 16, 2002 PAC minutes on www.pdc.us/gateway*), the subcommittee met monthly between January 2001 and June 2003. Membership fluctuated between 7 and 11 people during its duration. The subcommittee included several members of the PAC, as well as residents, business and property owners, developers, and neighborhood representatives. The public was invited to each meeting; notices of all meetings were sent out to everyone on the PDC mailing list. Several joint meetings with other subcommittees were held during discussion of design in the regional center.

The mission of the D&D Subcommittee was to "guide and enhance the realization of the Gateway Regional Center vision through the thoughtful use of guidelines, incentives, regulations, and other tools for the benefit of existing and future residents, as well as the entire region. This will be accomplished through:

- an ongoing, inclusive public process,
- in-depth analysis of the current and proposed regulatory environment, and
- understanding the dynamics and interrelatedness between the public and private realms."

The D&D Committee met monthly whenever the project was not on hold:

February 2001	December 2001
March 2001	January 2002
April 2001	February 2002
May 2001	October 2002
June 2001	November 2002
July 2001	December 2002
August 2001	January 2003
September 2001	February 2003
October 2001	March 2003
November 2001	

Public Outreach

Summary of Outreach, Public Events, and Milestones

Gateway Regional Center PAC meetings	Periodic
Public discussion	March 2000
Urban renewal workshops	Jan & Feb 2001
Tours of other communities	Feb & April 2001
Neighborhood walks	Aug & Sept 2001
Working draft concepts	October 2001
First set of workshops	October 2001
Stakeholder meeting	January 2002
Second set of workshops	Mar & Apr 2003
Public review draft available	June 16, 2003
Open houses	June 2003
Meetings with stakeholders	July – Sept 2003
Staff proposal to Planning Commission	August 2003
Design Commission hearing	September 18, 2003
Planning Commission hearing	September 30, 2003
Meetings with amendment requestors	Oct. 2003 – Feb. 2004
Planning Commission work session	December 9, 2003
Joint Design and Planning Commission meeting	January 20, 2004
Planning Commission work session	January 27, 2004
Design Commission work session	February 5, 2004
Design Commission work session	February 19, 2004
Planning Commission work session	March 9, 2004
Planning Commission's "Recommended Gateway Planning Regulations Project for City Council" available to the public	March 22, 2004
City Council Hearing	April 21, 2004

City Council Work Session	May 12, 2004
Second Reading/Adoption of Project	May 19, 2004
Effective Date	June 18, 2004

Workshops and Open Houses

First set of workshops
October 9, 2001: Woodland Park Hospital
October 13, 2001: Woodland Park Hospital
Purpose: Obtain input on ideas that had been considered in various urban renewal workshops and design meetings, and joint subcommittee meetings.
Methods of Outreach: Flyers, news articles, mailings to PDC mailing list, notices in neighborhood and PDC bulletins.

Second set of workshops
February 27, 2003: Adventist Medical Center
March 1, 2003: Woodland Park Hospital
Purpose: To present conceptual ideas for addressing the vision and goals of the Gateway Regional Center urban renewal area, to bring stakeholders up-to-date on happenings since October 2001, and to bring property owners in the East Corridor area into the project.
Methods of Outreach: Mailing to all property owners within the project area, news articles, notices in neighborhood and PDC bulletins.

Open Houses
June 17, 2003: Adventist Medical Center
June 21, 2003: East Portland Community Center
Purpose: To present the *Gateway Planning Regulations Project Public Review Draft* for review and consideration, to answer questions, and to take comments.
Methods of Outreach: Mailing to all property owners within the project area; news articles, notices in neighborhood and PDC bulletins. Copies of the *Public Review Draft* were available at the Midland County Library, the Bureau of Planning office in the 1900 SW 4th Building, and the East Portland Community Center.

Neighborhood Walks

- August 16, 2001: Stark/Washington
- August 25, 2001: 102nd and Burnside
- September 29, 2001: Prunedale
- October 1, 2001: Halsey/Weidler

Gateway Regional Center website

The Portland Development Commission established the Opportunity Gateway website for the Gateway Regional Center urban renewal area. Initially the site included the Gateway Planning Regulations Project, containing minutes of the Design and Development Committee, a project schedule, and publications. This changed in August 2003, with publication of the Bureau of Planning's *Proposal to Planning and Design Commissions*. Since that time, all publications and materials have been put solely on the Bureau of Planning's website.

Neighborhood Meetings

- January 2002: Meeting with neighbors along NE 103rd between Glisan and Burnside
- August 2003: Meeting with neighbors along NE 106th and 107th between Glisan and Halsey

Tours

Gateway Tour. November 5, 1999. Purpose: Acquaint City Commissioner Jim Francesconi, agency staff, and PAC members with the challenges and opportunities within Gateway.

Tours of other communities. Purpose: Stimulate discussion and ideas and help members of the Design and Development, Transportation, and Parks Committees grapple with the following issues — identity of Gateway as a whole and as a series of subdistricts; identity of individual streets and public open spaces; and how the public and private realms mesh to make a unified whole that is pleasing, functional, and interesting. This was done by viewing and experiencing other communities in the region and discussing them in light of Gateway's situation.

February 2001: Downtown Vancouver, Columbia River shoreline development, Downtown Gresham, Gresham Station, Martin Luther King Boulevard, and NE Broadway/Weidler between 10th and 16th

April 2001: SW Macadam and John's Landing area, Downtown Lake Oswego, Kruse Way, Downtown Wilsonville, and Barbur Boulevard

Urban Renewal Area – Specific Outreach

- Program Advisory Committee (PAC) meetings: periodic briefings of PAC.
- Opportunity Gateway Bulletin: distributed to 4,000+ mailing list; periodic articles.

University of Oregon School of Architecture Project

Between fall 2001 and spring 2002, PDC contracted with the University of Oregon School of Architecture to use graduate students in architecture to address key design and planning issues in Gateway. Three students, Brian Bennett, James Ponto, and Seth Moran, were chosen to work with PDC, the Bureau of Planning, and the Design and Development Committee. The year's work was divided into three segments: 1) defining the characteristics of an urban place and, to a lesser extent, comparing them with suburban places; 2) reviewing the Gateway Plan District and proposing some revisions for review; and 3) preparing strategies for encouraging development, including major revisions to the plan district. The students attended several meetings of the D&D Committee until the latter was disbanded due to the Shilo decision, met with BOP staff until the project was put on hold, held two slide show presentations for members of the general public, hosted a developer/architect panel to review their work, and prepared a *Report to the Opportunity Gateway Design and Development Subcommittee*.

Planning and Design Commissions

The following hearings and work sessions were held by the Planning and Design Commissions:

September 18, 2003	Design Commission: hearing
September 30, 2003	Planning Commission: hearing

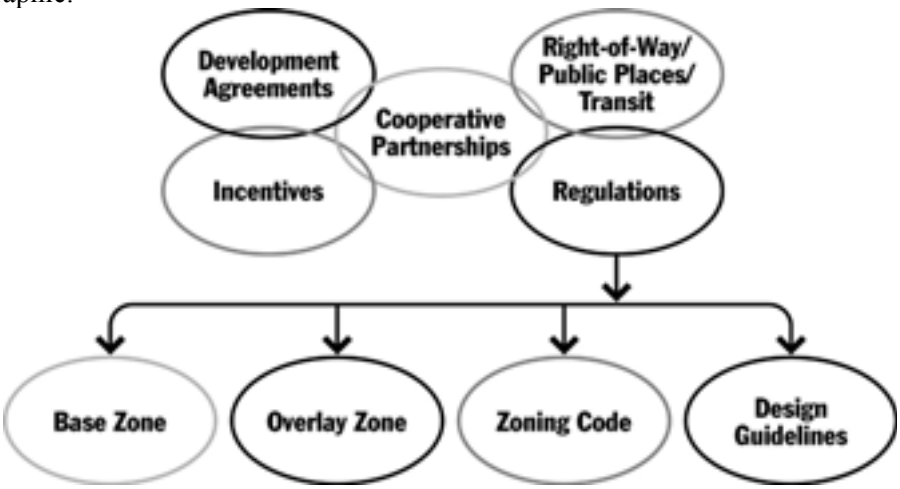
December 9, 2003	Planning Commission: work session
January 20, 2004	Joint Planning and Design Commission work session
January 27, 2004	Planning Commission: work session
February 5, 2005	Design Commission: work session
February 19, 2004	Design Commission: work session
March 9, 2004	Planning Commission: work session

City Council

April 21, 2004	Hearing
May 12, 2004	Work Session
May 19, 2004	Second Reading and Adoption of Project

Appendix E: Gateway Regional Center Interagency Cooperation

The Gateway Regional Center Program Advisory Committee (PAC) realized early in the process that the regulatory tools available to the Planning Bureau alone were insufficient to transform Gateway from its current economically successful, but highly suburban, character to an equally successful, but more urban, pedestrian-oriented regional center. It would take the concerted effort of city, regional and state agencies, non-profit organizations, and the private sector for the transformation to occur. To make this inter-relationship more explicit, PAC members created the following graphic.



The creation of the Gateway Regional Center urban renewal area was a major step in the right direction. Urban renewal allows the City to facilitate cooperative partnerships and development agreements and create economic incentives. Through the authority and funds available to it, the Portland Development Commission has the ability to:

- acquire land for open space and other amenities in order to create an atmosphere and environment more amenable for market-rate housing and upscale office and retail possibilities;
- construct or help construct the missing transportation infrastructure upon which developers can provide the housing and business opportunities;
- provide financial incentives for projects that would otherwise be unfeasible to build; and
- negotiate development agreements with the private sector for joint ventures.

Cooperative partnerships between public and private entities enable a wide-range of projects that implement the vision of Gateway. An example of this might be a joint project undertaken by a college interested in taking advantage of Gateway's accessibility; a non-profit organization wishing to offer assistance to its clientele; and a private developer able to combine resources in return for high-income housing with views of Mt. St. Helens and the West Hills.

Finally, successful right-of way, public places, and transit need the creativity, financial ability, and authority of:

- PDOT, ODOT, Tri-Met, and Metro to create more accessible freeway ramps in conjunction with the new light rail line and the I-205 bike trail; and
- Portland Parks and Recreation, PDC, and Metro to ensure high-quality open areas for the anticipated increase in residential and employment population.

The Planning Bureau's role in this interagency cooperation has been to evaluate its own set of tools – *Comprehensive Plan* and zoning map designations, zoning code provisions, and design review – and propose revisions, where necessary, to make the tools more effective for implementing the Gateway development strategy.

The following table identifies partners in the Regional Center's transformation as well as recent projects.

	The *Opportunity Gateway Concept Plan* calls for targeted public investments to spur private reinvestment. The **Portland Development Commission** is the project manager. • Investments to date: ♦ Acquisition of one-acre parcel at the Gateway transit center ♦ Acquisition of one-acre parcel at the 102nd and Burnside light rail station • Public-private partnership on project along Pacific and 102nd
	The *Gateway Regional Center Urban Renewal Plan* calls for expanding and improving travel options and establishing a pedestrian orientation. The **Portland Office of Transportation's** involvement includes: • Preparing *Street Design Guidelines*, which will provide guidance for the development of new or enhanced streets in the regional center • Engineering and designing 102nd Avenue to transition it into a boulevard • Straightening the 99th and Glisan intersection • Improving sidewalks throughout the regional center
	Having Gateway-specific planning tools in place will create a pedestrian-oriented, urban development pattern in the regional center. Through the Gateway Planning Regulations Project **the Bureau of Planning** is evaluating the following tools for the Gateway Regional Center: • Urban design • Zoning • Development standards • Design review
	A new open space system is critical to Gateway's successful redevelopment. **Bureau of Parks and Recreation** staff is: • investigating the economic benefits and financial feasibility of park acquisition and construction • reviewing previous park studies and making recommendations for park locations • Willing to establish and manage a Parks Fund for open space in the regional center
	Everything that happens in Gateway builds on the accessibility of the region's excellent transit system. **Tri-Met** continues to play a major role in Gateway's redevelopment through: • Rerouting bus routes to alleviate traffic into the Gateway transit center • Selling a one-acre parcel of its park and ride lot at NE 99th and NE Pacific to PDC • Its responsibility as project manager for the MAX light rail transit line extension from Gateway to Clackamas Town Center

Appendix F: Re-thinking the Zoning Code

Background

Currently, the Bureau of Planning has a set of tools that can be implemented — in conjunction with the tools of other bureaus — in various combinations to achieve or facilitate desired public objectives. This set of tools includes zoning maps, the *Portland Zoning Code* (Title 33 of the City Code), and design guidelines. The *Zoning Code* relies predominantly on prescriptive language to describe allowable uses and development standards. Typical development standards address issues like ground floor windows, active building use areas, required building lines, and parking access limitations. Occasionally graphics are used to describe how a particular provision is to be interpreted, but for the most part, the current code is text-based.

The Bureau of Development Services reviews development proposals using the code standards in a nondiscretionary process – either the proposal meets a given standard or it doesn't. Review using the design guidelines is called "design review" and is a discretionary process, as there are many possible ways to meet the intent of the each guideline. During the design review process, many discussions occur between the applicant and review body, sometimes in a public meeting.

The Opportunity in Gateway

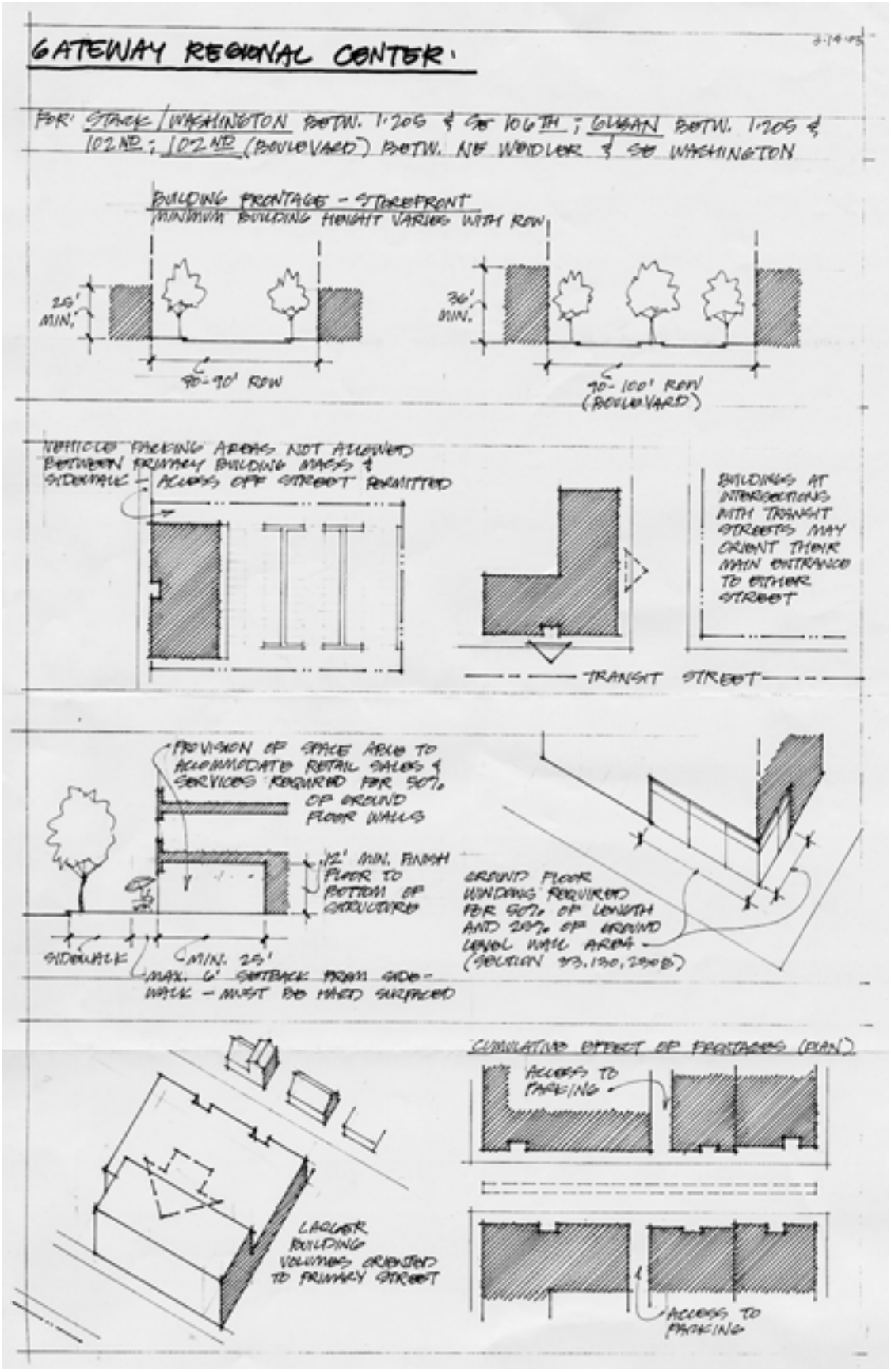
The proposed Gateway Plan District offers an opportunity to create a new model for the way in which the *Zoning Code* and design guidelines are developed and implemented throughout the City. It offers the potential to improve the clarity of these regulations, modify and/or better tailor the review processes, and reduce the number of code pages needed to explain the regulations.

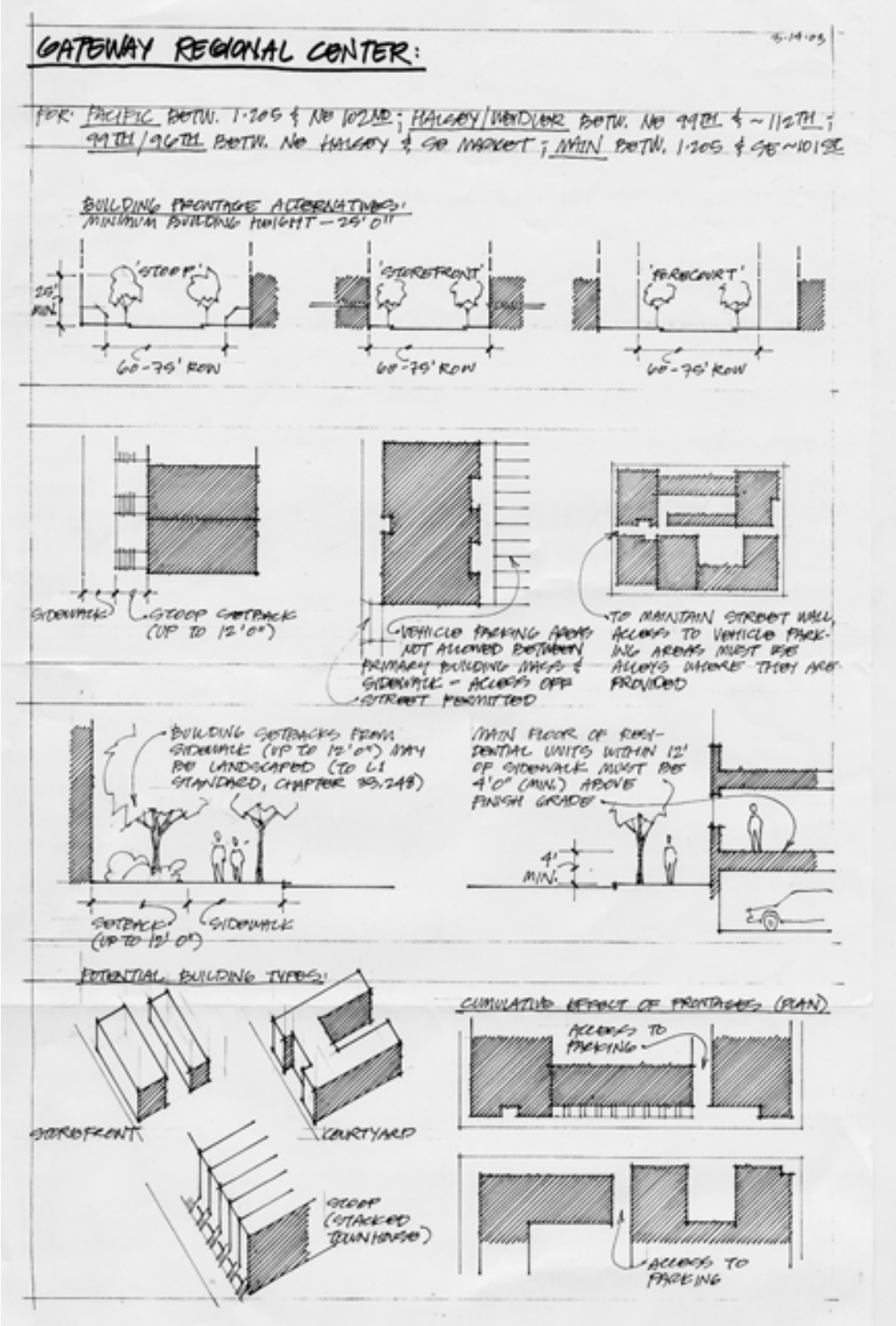
The new model — at its core determining a set of relationships between the public and private realms — considered early in this process for potential implementation in the Gateway Regional Center would employ more graphics than words to provide greater clarity. It is this relationship, between the buildings and the street or sidewalk, that is the most critical in developing a successful pedestrian-oriented environment. These relationship standards would replace what would otherwise be the development standards section of the plan district's written code, and could include additional development regulations, such as maximum building height, minimum street wall height, or prohibited building materials.

A Street Hierarchy

This proposal is based on an established hierarchy of streets in the Gateway Regional Center, tying regulations for new development to the different streets, their current and planned functions. Different sets of the diagrams would be linked to specific sections of different streets in the regional center, depending on the street's function, character or intended transition. For example, streets designated as "transportation corridors," such as NE Glisan or the SE Stark/Washington couplet, would use one set of the diagrams, while 99th or NE Pacific, both intended to transition to "main streets," would use another.

Relationship "one-pagers" for the Transportation Corridors and Main Streets are included on the following pages for illustrative purposes.


GATEWAY REGIONAL CENTER:
FOR: STARK / WASHINGTON BETW. I-205 & SE 106TH; GLISAN BETW. I-205 & 102ND; 102ND (BOULEVARD) BETW. NE WEIDLER & SE WASHINGTON
BUILDING FRONTAGE - STOREFRONT
MINIMUM BUILDING HEIGHT VARIES WITH ROW
25' MIN.
80-90' ROW
36' MIN.
70-100' ROW (BOULEVARD)
VEHICLE PARKING AREAS NOT ALLOWED BETWEEN PRIMARY BUILDING MASS & SIDEWALK - ACCESS OFF STREET PERMITTED
BUILDINGS AT INTERSECTIONS WITH TRANSIT STREETS MAY ORIENT THEIR MAIN ENTRANCE TO EITHER STREET
TRANSIT STREET
PROVISION OF SPACE ABLE TO ACCOMMODATE RETAIL SALES & SERVICES REQUIRED FOR 50% OF GROUND FLOOR WALLS
12' MIN. FINISH FLOOR TO BOTTOM OF STRUCTURE
SIDEWALK
MIN. 25'
MAX. 6' SETBACK FROM SIDEWALK - MUST BE HARD SURFACED
GROUND FLOOR WINDOWS REQUIRED FOR 50% OF LENGTH AND 25% OF GROUND LEVEL WALL AREA (SECTION 33.130.230B)
CUMULATIVE EFFECT OF FRONTAGES (PLAN)
ACCESS TO PARKING
LARGER BUILDING VOLUMES ORIENTED TO PRIMARY STREET
ACCESS TO PARKING


GATEWAY REGIONAL CENTER:
5.14.03
FOR: PACIFIC BETW. I-205 & NE 102ND; HALSEY/WEIDLER BETW. NE 99TH & ~112TH; 99TH/96TH BETW. NE HALSEY & SE WASCO; MAIN BETW. I-205 & SE ~101ST
BUILDING FRONTAGE ALTERNATIVES:
MINIMUM BUILDING HEIGHT - 25'0"
'STOOP'
'STOREFRONT'
'FORECOURT'
25' MIN.
60-75' ROW
60-75' ROW
60-75' ROW
SIDEWALK
STOOP SETBACK (UP TO 12'0")
VEHICLE PARKING AREAS NOT ALLOWED BETWEEN PRIMARY BUILDING FACES & SIDEWALK - ACCESS OFF STREET PERMITTED
TO MAINTAIN STREET WALL, ACCESS TO VEHICLE PARKING AREAS MUST BE ALLEYS WHERE THEY ARE PROVIDED
BUILDING SETBACKS FROM SIDEWALK (UP TO 12'0") MAY BE LANDSCAPED (TO L1 STANDARD, CHAPTER 33.248)
SETBACK (UP TO 12'0")
SIDEWALK
MAIN FLOOR OF RESIDENTIAL UNITS WITHIN 12' OF SIDEWALK MUST BE 4'0" (MIN.) ABOVE FINISH GRADE
4' MIN.
POTENTIAL BUILDING TYPES:
STOREFRONT
COURTYARD
STOOP (STACKED ROWHOUSE)
CUMULATIVE EFFECT OF FRONTAGES (PLAN)
ACCESS TO PARKING
ACCESS TO PARKING

There are four different types of streets identified in the Gateway Regional Center, and therefore, there would be four different sets of standards. Suggested sets of relationship standards have been prepared for two of the four street types – transportation corridors and main streets.

Relationship standards clearly describe the desired relationship(s) along the specific street, while providing flexibility for those proposals that choose to pursue something different. Development proposals that incorporate the desired relationship into their designs would be reviewed in a non-discretionary (streamlined) process, while those that opt to propose something different would be reviewed through the normal discretionary process. Modifications to the standards set by the one-pagers would require design review. Generally, the intent of the standards on the one-pagers is to allow the majority of the buildings to pass through the process quickly, so that the buildings demanding attention are those that truly ask for it. In addition, there may be some sites (adjacent to the 102nd/Burnside intersection, for example) where design review will be required, and the relationship standards would not be an option.

Simplifying and Clarifying the Code

Only one page in the code would be needed to describe the desired relationship and the streets along which it is desired. This format would use annotated diagrams to graphically portray the parameters of the relationship between building and street. The new code's "one-pagers" would focus on the building's relationship(s) to the public realm. Over time, this system could be implemented so that a section of the code would have a series of these one page relationship standards, and designers and developers would be able to refer to this section based on the street adjacent to their parcel(s).

See the previous two pages for the relationship "one-pagers" for the following streets.

Relationship #1. Transportation Corridors (these are the major traffic streets in the regional center)

- Stark/Washington between I-205 and SE 106th
- Glisan between I-205 and 102nd
- 102nd between NE Weidler and SE Washington

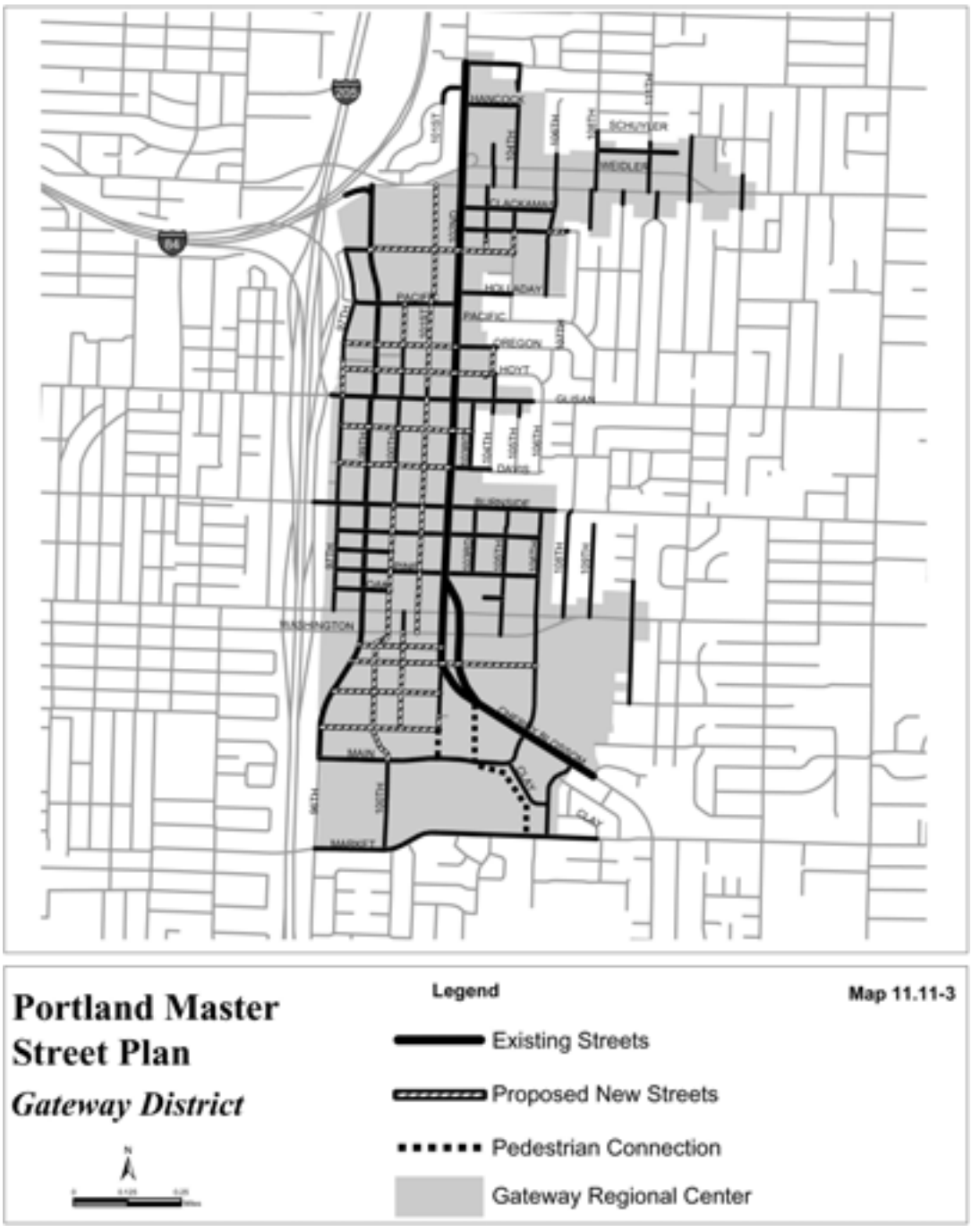
Relationship #2. Main Streets (existing and potential)

- Pacific between I-205 and NE 102nd
- Halsey/Weidler between NE 99th and around 112th
- 99th/97th between NE Halsey and SE Market
- Main between I-205 and around 101st

Appendix G: Transportation Elements and the Zoning Code

Gateway Master Street Plan

Portland *Comprehensive Plan* Policy 11.11, Street Plans, applies to the Gateway Plan District. The *Portland Master Street Plan* for the Gateway District (Gateway Regional Center) is shown below.



***Comprehensive Plan* Policy 11.11 and the six objectives relevant to the Gateway Plan District:**

Policy: Promote a logical, direct, and connected street system through the development of street plans.

Objectives:

A. Develop conceptual master street plans for areas of the City that have significant amounts of vacant or underdeveloped land and where the street network does not meet City and Metro connectivity guidelines.

B. Ensure that new residential development and development in zones that allow a mix of uses include street plans that are consistent with master street plans, extend and connect to adjacent areas, and meet connectivity objectives.

C. Identify opportunities to extend and connect streets, provide direct public right-of way routes, and limit the use of cul-de-sac and other closed-end street designs.

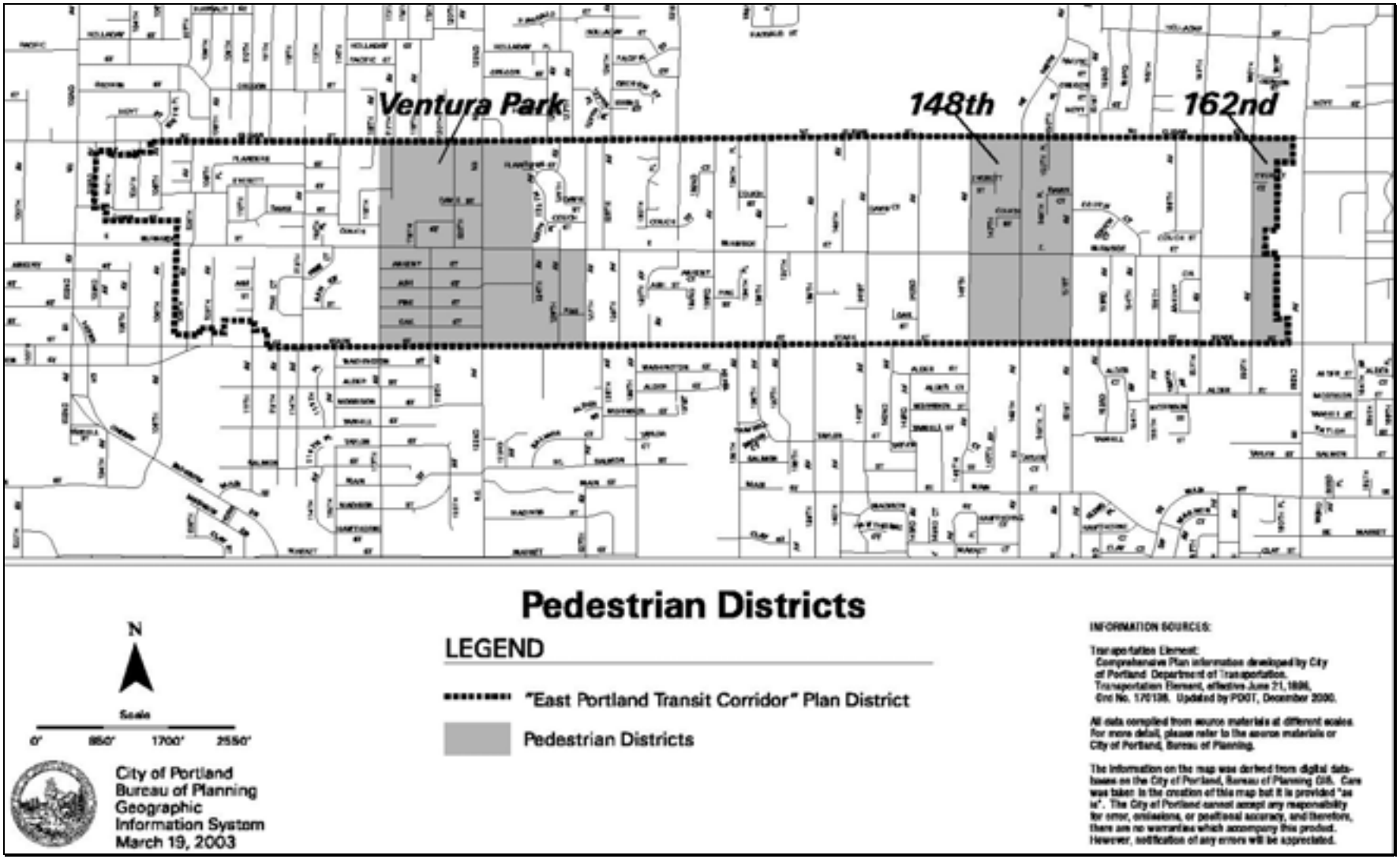
D. Provide full street connections with spacing of no more than 530 feet between connections, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Where streets must cross over protected water features, provide crossings at an average spacing of 800 to 1,200 feet, unless exceptional habitat quality or length of crossing prevents a full street connection.

E. Provide bike and pedestrian connections at approximately 330-foot intervals on public easements or rights-of-way when full street connections are not possible, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Bike and pedestrian connections that cross protected water features should have an average spacing of no more than 530 feet, unless exceptional habitat quality or length of crossing prevents a connection.

H. As the Gateway regional center redevelops, provide additional connectivity for all modes of travel as shown on Map 11.11.3.

Pedestrian Districts in the East Corridor

The next page identifies the three pedestrian districts within the East Corridor Plan District. They are 1) the Ventura Park pedestrian district, which encompasses the 122nd and Burnside transit station, 2) the 148th pedestrian district, which encompasses the 148th and Burnside transit station, and 3) the 162nd pedestrian district. The 162nd pedestrian district includes only the portion of the transit station with the City of Portland. The remainder lies within the City of Gresham.


Ventura Park
148th
162nd
Pedestrian Districts
LEGEND
"East Portland Transit Corridor" Plan District
Pedestrian Districts
N
Scale
0'
850'
1700'
2550'
City of Portland
Bureau of Planning
Geographic
Information System
March 19, 2003
INFORMATION SOURCES:
Transportation Element:
Comprehensive Plan information developed by City
of Portland Department of Transportation.
Transportation Element, effective June 21, 1996,
Ord No. 170128. Updated by PDOT, December 2000.
All data compiled from source materials at different scales.
For more detail, please refer to the source materials or
City of Portland, Bureau of Planning.
The information on the map was derived from digital data-
bases on the City of Portland, Bureau of Planning GIS. Care
was taken in the creation of this map but it is provided "as
is". The City of Portland cannot accept any responsibility
for error, omissions, or positional accuracy, and therefore,
there are no warranties which accompany this product.
However, notification of any errors will be appreciated.

Pedestrian districts are established by the Portland Office of Transportation (PDOT). The original Ventura Park pedestrian district was established during the *Outer Southeast Community Plan* process and was expanded by the *Transportation System Plan* (TSP) when it was adopted in 2002. The latter also created the 148th and 162nd pedestrian districts.

According to the TSP, pedestrian districts are intended to give priority to areas where high levels of pedestrian activity exist or are planned, including the Central City, Gateway Regional Center, town centers, and station communities.

- Land Use. Zoning should allow a transit-supportive density of residential and commercial uses that support lively and intensive pedestrian activity. Auto-oriented development should be discouraged in pedestrian districts. Institutional campuses that generate high levels of pedestrian activity may be included in pedestrian districts. Exceptions to the zoning and density criteria may be appropriate in some designated historic districts with a strong pedestrian orientation.
- Streets within a district. Make walking the mode of choice for all trips within a pedestrian district. All streets within a pedestrian district are equal in importance in serving pedestrian trips and should have sidewalks on both sides.
- Characteristics. The size and configuration of a pedestrian district should be consistent with the scale of walking trips. A pedestrian district includes both sides of the street within its boundary, except where the abutting street is classified as a Regional Trafficway. In these instances, the land up to a Regional Trafficway is considered part of the pedestrian district, but the Regional Trafficway is not.
- Access to Transit. A pedestrian district should have, or be planned to have, frequent transit service and convenient access to transit stops.
- Pedestrian Districts. Use the *Pedestrian Design Guide* to design streets within a pedestrian district. Improvements may include widened sidewalks, curb extensions, street lighting, street trees, and signing. Where two arterials cross, design treatments such as curb extensions, median pedestrian refuges, marked crosswalks and traffic signals should be considered to minimize the crossing distance, direct pedestrians across the safest route, and provide safegaps in the traffic stream.

In general, pedestrian districts in the East Corridor contain only properties zoned for commercial or multifamily residential development. These zones are Storefront Commercial (CS), Mixed Commercial (CM), high-density residential (RH), and medium-density residential (R1). The 148th pedestrian district also contains a small piece of very high density single family, R2.5, residentially-zoned property.

The Bureau of Planning has identified these pedestrian districts as appropriate areas for the pedestrian- and transit-oriented provisions of the East Corridor Plan District. These are found in the East Corridor Plan District, Chapter 33.521.

Chapter 17.88 Street Access

This chapter was revised by City Council as part of the Land Division Code Rewrite project in December 2002. While the entire chapter is relevant to streets and accesssways in both plan districts, the following are especially important.

17.88.001 Purpose.
The purpose of this chapter is…..to ensure an adequate level of street connections to serve land uses, and to ensure that improvements to these streets are made in conjunction with development.

17.88.020 For Buildings and Planning Actions.
No single family, multiple dwelling, industrial or commercial building shall be constructed, or altered so as to increase its number of occupants, or make significant alterations to a building without resulting in increased occupancy, on property that does not have direct access by frontage or recorded easement with not less than 10 feet width of right-of-way to a street used for vehicular traffic. If such a street or any other street adjacent to the property sued for vehicular access for said property does not have a standard full width improvement, including sidewalks, the owner as a condition of obtaining a building permit, conditional use, zone change, land partition or adjustment, shall provide for such an improvement or a portion thereof as designated by the city Engineer…Where, in the opinion of the City Engineer, it is not feasible to provide such a standard improvement, he may allow a temporary improvement appropriate for the circumstances, on the condition that the City will not maintain said temporary improvement and the owner will provide the city with a notarized document…to be filed with the county in which property is located, stating that the present and future owners will be counted in favor of any proposed standard improvement of said street.

17.88.040 Through Streets.
Street connectivity provides access to adjacent properties and reduces out-of-direction travel. New or expanding development must include the following:

A. Through streets as required by the City Engineer connecting existing dedicated streets, or at such locations as designated by the City Engineer, shall be provided for any development or redevelopment.

B. Partial-width streets as required by the City Engineer where full-width streets could reasonably be provided in the future with the development or redevelopment of abutting property.

C. New residential development or development in existing or future mixed-use areas that will require construction of new street(s) must:

1. Respond to and expand on the adopted street plans, applicable to the site or area, or in the absence of such plan, as directed by the City Engineer;

2. Provide for street connections no further apart than 530 feet, except where prevented by barriers such as topography, railroads, freeways, pre-existing development, or natural features where regulations do not allow construction of or prescribe different standards for streets;

3. Provide bicycle and/or pedestrian connections when full street connections are not possible, no further apart than 330 feet except where prevented by barriers as noted above;

4. Limit the use of cul-de-sac or closed streets systems; and

5. Include street cross section(s) as directed by the City Engineer.

17.88.060 Dedication Prior to Construction.
No permit shall be issued for the construction of any dwellings or buildings upon any lot, block, tract or area within the City where the establishment of access streets are required as outlined in this Chapter, unless and until the location of the streets is approved by the city Engineer and the area of the streets dedicated to the public for street purposes.

Appendix H: Transit Oriented Development (TOD) Tax Abatement

Currently, all properties within the existing Gateway Plan District, which includes the entire East Corridor and most of the Gateway Regional Center, qualify for property tax abatements, depending on the type of development. To be eligible, projects must meet density, affordability and transit orientation criteria. These are described in the table below. City Council makes the ultimate decision to grant the abatement on a case-by-case basis.

Eligibility Considerations for Transit-Oriented Development Tax Abatement

Criteria (All must be met)	Public Benefits (Must include at least 1)	Design Criteria (Must include at least 1)
• 8+ dwelling units • Permanent housing • One or more public benefits • Pedestrian connectivity to the light rail system • Affordable to a broad range of public OR provide alternative public benefits or design features • Density of 20-35 units/acre • Income level and sales price restrictions for owner-occupied units (condos) • Financial benefit to buyer/user	• For 15+ unit rental projects, 20% of the units must be affordable to households earning 60% MFI* or less • For 8-15 unit rental projects, 10% of the units must be affordable to households earning 30% MFI or less • For ownership projects, all units must be sold to owners earning 100% MFI or less • 20% units for people with special needs • 20% units at 3 or more bedrooms • On-site child care • 80% maximum density	• Ground floor service or commercial use space • Office or meeting space for community organizations • Publicly accessible open space • Recreational facilities for children of project residents • Transit or pedestrian design amenities

MFI = Median Family Income

The Transit Oriented Development (TOD) Tax Abatement Program seeks to enhance the effectiveness of the light rail transit system by encouraging transit-oriented, mixed-use development and affordable high-density housing development near light rail stations.

The Bureau of Planning identifies locations for the program. The Portland Development Commission processes applications and manages the approval process. This project continues the TOD program in both the Gateway and East Corridor Plan Districts.

Appendix I: Proposed Principles for Site/Block Design and Building Design

As part of the Gateway Planning Regulations Project, Garry Papers, formerly of Sera Architects, prepared draft design principles to guide development in the Gateway Regional Center. As Garry stated, "these principles form the basis upon which good site and building designs will be achieved as Gateway transitions to a major metropolitan regional center." They were approved by each subcommittee, and then by the Gateway Program Advisory Committee in June 2001.

This appendix contains these principles. The principles became the basis for the *Gateway Regional Center Design Guidelines*, contained in Volume II of this project.

1. Site and/or Block Design

Following are the agreed-upon design principles to guide the design of large sites and blocks in Gateway. These carry out the next scale of the *Gateway Concept Plan*, and precede the specific "Building Design Principles" also approved by the committee on June 7, 2001. These principles assume a basic street network and major open space network (usually called a "framework plan") are already in place, or concretely planned.

1. CONTEXT

Consider adjacent uses, building form and activities. Support existing circulation and connections. Augment special adjacent elements and relationships.

2. HERITAGE

Preserve and accent any heritage structures, sites or resources.

3. NATURE

Preserve and accent any positive natural features, trees, wetlands, etc. Minimize site disruption and work with existing topography. Preserve habitat.

ORIENTATION

Consider solar access to all parcels; shadow impacts from taller buildings. Preserve important views and reasonable ambient light.

4. OPEN SPACE

Carefully locate a range of open spaces for sun, safety and access. Mini-parks, plazas, gardens and courtyards provide active and passive recreation.

5. PUBLIC FACILITIES

Locate civic and public facilities at visible, easily accessed positions. Create dynamic relationships with transit, open spaces and views.

6. PEDESTRIAN PRIORITY

a. Locate and connect shops, transit and public facilities for pedestrian access.

b. Create pedestrian-friendly streets, buildings and sites.

8. DEFINE STREETS AND SPACES WITH BUILDINGS

Match building types and uses with the adjacent street type. Construct most buildings close to the street with small frontage 'gaps.'

9. PARKING/LOADING/SERVICE

Locate parking and access at middle-block, and minimize impacts on pedestrian realm. Minimize and share curb cuts.

10. COMMERCIAL NODES

Concentrate retail/commercial/services at dynamic intersections and nodes, rather than long strips or 'just everywhere.'

11. REINFORCE TRANSIT

Support transit, bikes and pedestrians with active, mixed-uses and density along transit corridors, and especially at transit centers/stops.

12. MIXED– USE

Encourage a variety of uses – residential, commercial, employment – in vertically mixed buildings (or at least side-by-side) to reduce segregation

2. Building Design

Following are the agreed upon design principles to guide building design in Gateway. These work in concert with the "Site/Block Design Principles," also agreed upon by the Design and Development Committee on June 7, 2001.

SENSITIVE BUILDING POSITION, MASSING AND OPEN SPACE

1. CONTEXT

Be respectful of surrounding context, without necessarily copying it, including building massing/scale transition, where appropriate.

2. PARKING

a. Locate parking in, under, behind or at least beside the building, and screened from primary pedestrian ways.

b. Maximize on-street parking.

3. PEDESTRIAN PRIORITY

Place buildings to define the appropriate street type, accent corners and reinforce the pedestrian realm and access.

4. USEABLE SPACE

Create useable outdoor spaces, with quality landscaping.

INTERESTING BUILDING COMPOSITION AND EMPHASIZE THE PEDESTRIAN

5. GROUND FLOOR

Create rich, mostly transparent ground floors next to pedestrians, with clear entries and good buffering of adjacent residential.

4. FACADES

Modulate and compose large facades with diverse textures, materials, projections and reveals, and create interesting roofs/profiles to the sky.

5. SIDEWALKS

Create generous, well-appointed, interesting sidewalks and pedestrian realm.

BUILDING MATERIALS AND DETAILS

8. MATERIALS

Specify high quality, durable materials, especially on the pedestrian ground floors.

9. DETAILS

Provide generous, pedestrian-scaled lighting, integrated signage and weather protection, and incorporate 'eyes on the street' safety design.

10. SPECIAL IDENTITY

Reinforce distinctive themes/identity from the context.

Appendix J: Implications of Base and Bonus FAR and Height on Selected Sites

The following schematics illustrate the implications on two sites of the proposed maximum building heights and floor area ratios.

DEVELOPMENT SITE "A"

LOCATION: On 102nd Avenue between Burnside and Glisan
PRIMARY USE: Office with retail space(s) at ground level
SIZE: 250' X 300' = 75,000 square feet (sf)
PARKING: 3 spaces/1000 sf (max)
(below-grade parking not counted against FAR)
FLOOR HEIGHT: 12' (typical)

BASE
MAX FAR: 4:1 (300,000 sf)
MAX HEIGHT: 100'
PARKING SPACES: 230 (below-grade on one deck)
256 (above-grade on two decks)
586 spaces total

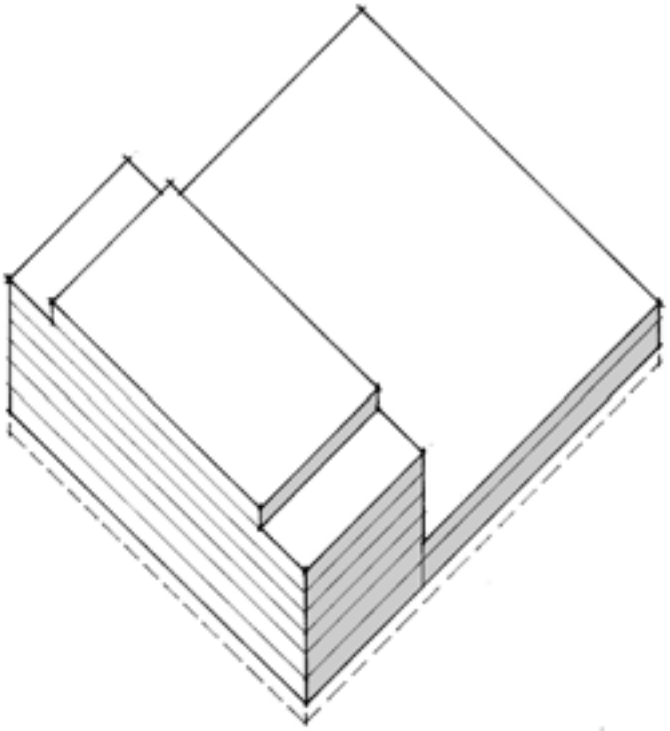
AREA (in square feet unless otherwise noted):

Parking	Leasable space	Total area (FAR)	Total height (floors)
100,000	167,500	267,500 (3.6:1)	90 feet (7 floors)

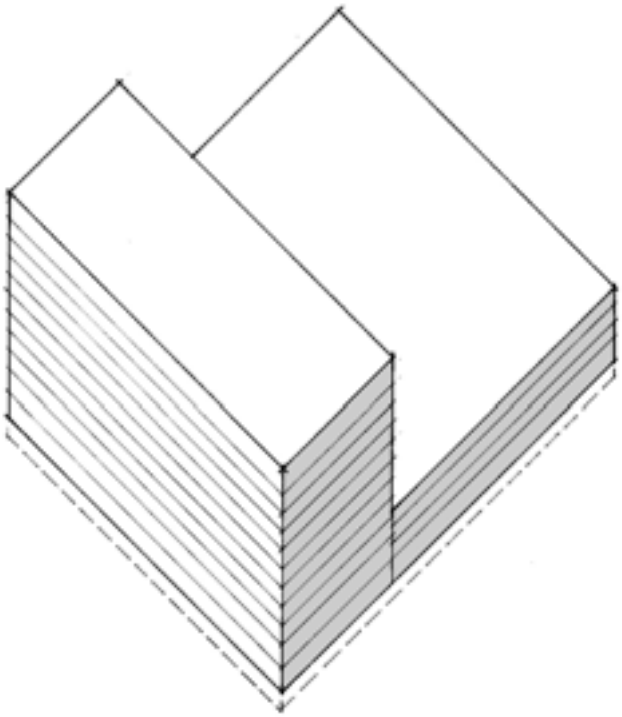
BASE + BONUS
BONUS FAR: 3:1 (max), to 7:1 (525,000 sf)
BONUS HEIGHT: 45' (max), to 145'
PARKING SPACES: 230 (below-grade on one deck)
512 (above-grade on four decks)
742 spaces total

AREA (in square feet unless otherwise noted):

Parking	Leasable space	Total area (FAR)	Total height (floors)
200,000	275,000	475,000 (6.3:1)	141 feet (11 floors)



DEVELOPMENT SITE "A"
Base



DEVELOPMENT SITE "A"
Base + Bonus

DEVELOPMENT SITE "B"

LOCATION: Near Intersection of 102nd and Burnside
(inside station area boundary)
PRIMARY USE: Residential with retail space(s) at ground level
SIZE: 200' X 230' = 46,000 square feet (sf)
PARKING: 1.5 spaces/dwelling unit (max)
(below-grade parking not counted against FAR)
AVG. UNIT SIZE: 1000 sf (incl. movement space, etc.)
FLOOR HEIGHT: 10' (typical)

BASE
MAX FAR: 8:1 (368,000 sf)
MAX HEIGHT: 150'
PARKING SPACES: 140 (below-grade on one deck)
200 (above-grade on two decks)
340 spaces total (1.3/DU)
DWELLING UNITS: 270

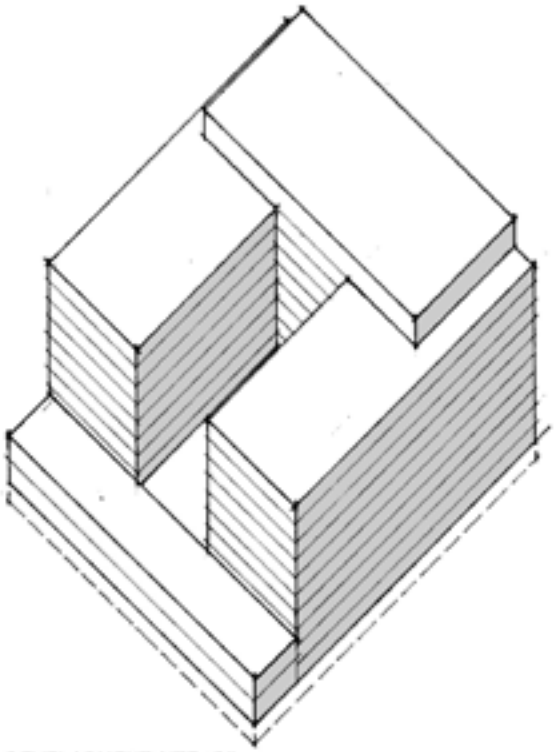
AREA (in square feet unless otherwise noted):

Parking	Leasable space	Total area (FAR)	Total height (floors)
80,000	284,400	364,400 (7.9:1)	115 feet (11 floors)

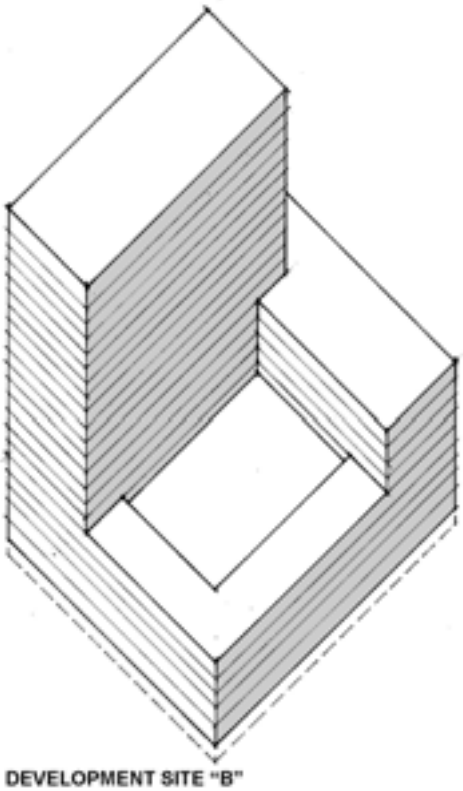
BASE + BONUS
BONUS FAR: 3:1 (max), to 11:1 (506,000 sf)
BONUS HEIGHT: 75' (max), to 225'
PARKING SPACES: 140 (below-grade on one deck)
232 (above-grade on four decks)
372 spaces total (1/DU)
DWELLING UNITS: 370

AREA (in square feet unless otherwise noted):

Parking	Leasable space	Total area (FAR)	Total height (floors)
101,400	383,550	484,950 (10.5:1)	222 feet (21 floors)



DEVELOPMENT SITE "B"
Base



DEVELOPMENT SITE "B"
Base + Bonus

Appendix K: Open Space Funds

Section 33.526.240, Open Area, of the recommended *Zoning Code* amendments allows applicants the option of paying into a Gateway Regional Center Open Area Fund in lieu of meeting requirements for on-site open area. Portland Parks and Recreation has agreed to establish and administer the fund. A letter attesting to this agreement is on the next page.

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Portland, OR 97204
Phone (503) 823-PLAY
Fax (503) 823-6007

Ensuring access to leisure opportunities and enhancing Portland's natural beauty

PORTLAND PARKS & RECREATION

March 23, 2004

Ellen Ryker,
City Planner, Bureau of Planning

Dear Ellen:

Regarding the ***Gateway Planning Regulations Project***, as you requested, this letter will confirm that Portland Parks and Recreation agrees to establish and administer the ***Gateway Regional Center Public Open Area Fund***. These funds would be collected in cases where an applicant for development of a site of 80,000 square feet or more chooses to pay into the fund rather than locate the open space on the site. The rate will be $30 per square foot of required open area.

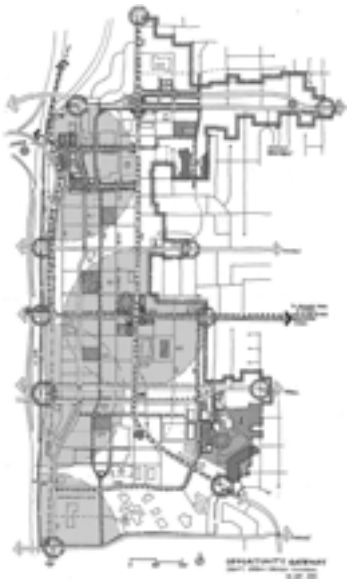
We would be happy to discuss this further when you are ready.

Sincerely,

Robin Grimwade

Appendix L: Earlier Urban Design Concept Plans

The recommended urban design concept builds on earlier concepts. The next 10 pages identify the basic components of the adopted vision plan map of the *Outer Southeast Community Plan* and the four concept maps that preceded and led to the Recommended Urban Design Concept.



What is an Urban Design Concept?

The urban design concept map is a policy-level map. It sets the framework for the allocation of planning and regulatory tools necessary to achieve the vision, and describes the future scale of the Gateway Regional Center. It outlines a future for Gateway compelling enough to attract new high-density, residential and commercial development. The concept helps describe the urban form of Gateway as a place and how the form is critical to achieve the economic, social, open space and other objectives desired for the regional center. The urban design concept helps guide expenditures for public improvements and gives a level of detail that public entities can use as justification for funding requests.

The urban design concept proposes a bold future for the Gateway Regional Center, offering development strategies to realize the adopted vision for Gateway, which is presented on page I-5. This vision was extended through the approval by City Council of the Opportunity Gateway Concept Plan and Revitalization Strategy in February 2000, by the adoption of the Gateway Regional Center Urban Renewal Plan in June 2001, and, later, by the refinements discussed by the Program Advisory Committee and its subcommittees. The adopted urban design concept on pages I-23 through I-26 graphically updates this vision and fleshes it out.

Development/Design Challenges and Opportunities

The urban design concept addresses a series of challenges and opportunities present in the area. It seeks to build on the opportunities while mitigating the impacts of the challenges.

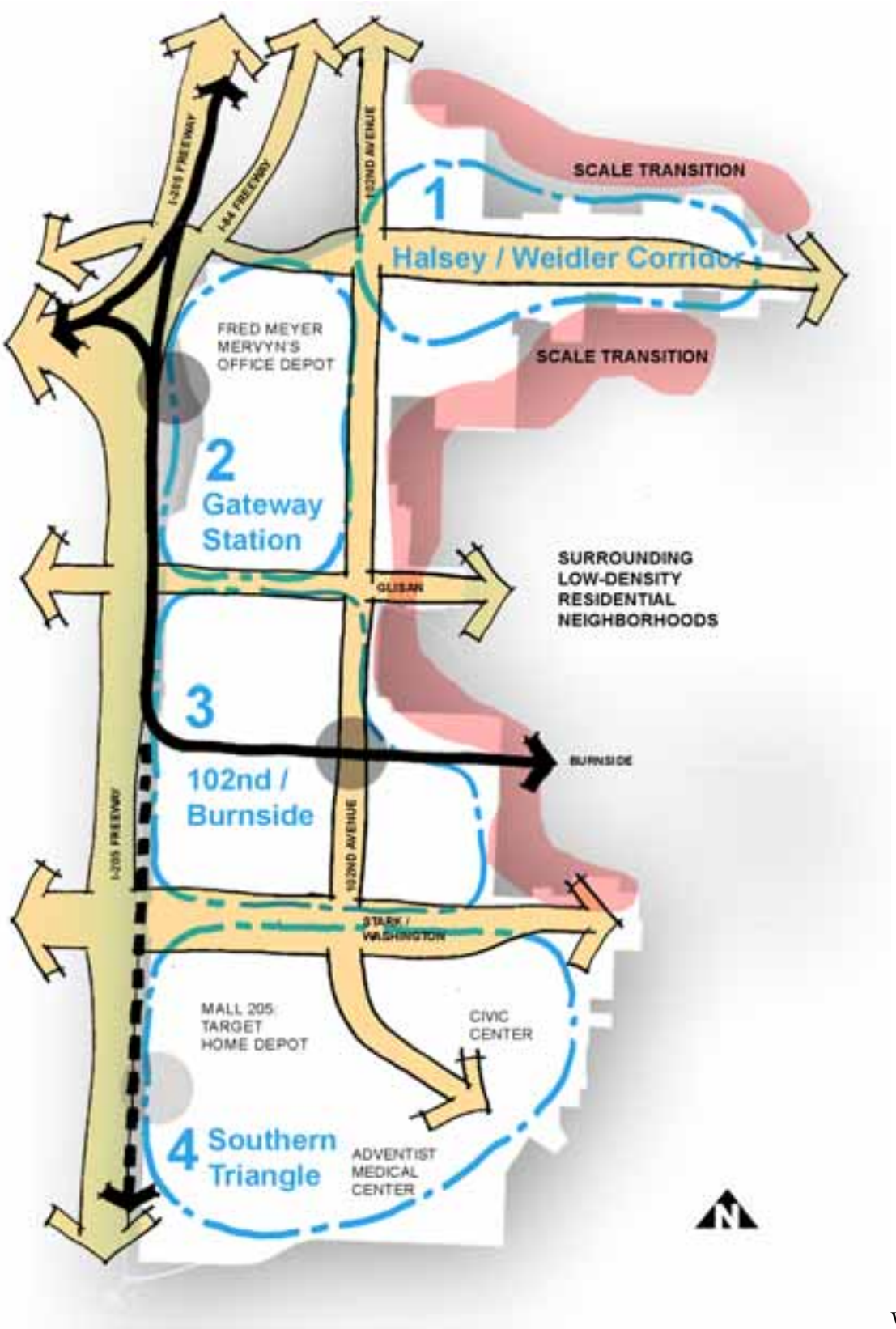
Gateway is the City of Portland's only designated 2040 regional center. In part, this means that the region and City expect Gateway to eventually reach development densities second only to the Central City. Gateway has the advantage of being very well served with high quality transportation infrastructure and is well-located between regional employment centers. Gateway also significantly benefits from general support among its stakeholders for its envisioned dramatic physical change. Residents, property and business owners, and local developers, among others, have been working long and hard with City agencies to discuss, debate, and decide the future of the regional center.

Map 10 below identifies some of the major design and development challenges and opportunities facing the Gateway Regional Center. These include the following:

- The same transportation networks that help make Gateway a great candidate for a regional center pose challenges for achieving the type of physical form expected of Portland's high-quality neighborhoods. For example, while many appreciate the transportation freedom that a freeway offers, not many would choose to live up close to one, resulting in lower adjacent property values.

- Market-rate residential development (especially for-sale units) has been soft. While the development of tax-abated apartment complexes along the Burnside light rail corridor continues to be fairly robust, Gateway lacks the amenities and character of urban neighborhoods attractive to developers and buyers of market-rate for-sale housing units.

- Gateway lacks dramatic shifts in topography, substantial natural areas, rivers or streams, or other features around which new development can be organized. While Mt. St. Helens, Mt. Hood, and the


I-205 FREEWAY
I-84 FREEWAY
102ND AVENUE
1
SCALE TRANSITION
Halsey / Weidler Corridor
FRED MEYER
MERVYN'S
OFFICE DEPOT
SCALE TRANSITION
2
Gateway
Station
GLISAN
SURROUNDING
LOW-DENSITY
RESIDENTIAL
NEIGHBORHOODS
3
102nd /
Burnside
BURNSIDE
I-205 FREEWAY
102ND AVENUE
STARK /
WASHINGTON
MALL 205
TARGET
HOME DEPOT
CIVIC
CENTER
4 Southern
Triangle
ADVENTIST
MEDICAL
CENTER
N

West

Hills are visible from several locations, in general, few natural amenities are present or even perceived. The deliberate creation of new parks and open space could play a critical role in providing organizing amenities, shaping the new community and its livability.

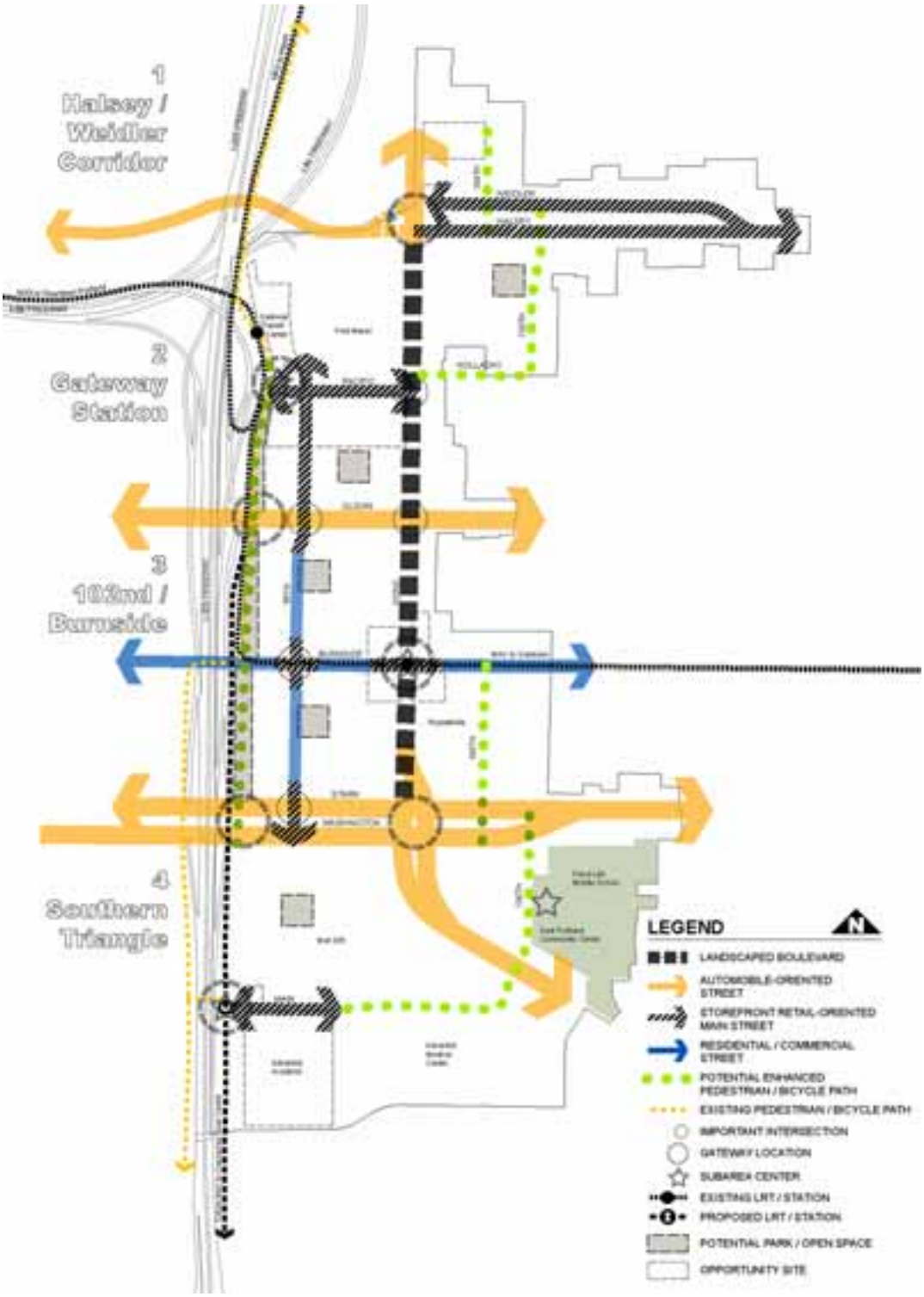
- Most of the Gateway Regional Center was built after 1950 when the automobile really began to dominate how American communities were designed and built. As a result, Gateway is highly suburban. The streets are overly large, significant portions of the street grid are missing or unimproved, walking distances are longer, and low-density (usually one-story) buildings with surface parking areas in front are typical. These characteristics, among others, present challenges for transitioning Gateway from an automobile-dominated suburb to a pedestrian-oriented urban neighborhood.

- The Gateway Regional Center contains a variety of lot sizes, ranging from the large retail mall sites over 950,000 square feet to lot sizes at or less than 5,000 square feet. Redevelopment of the large parcels seems to be a longer-range proposition. The area most likely for redevelopment is between the bookends of the large shopping center sites (Fred Meyer and Mall 205) and is roughly bounded by Pacific, the I-205 Freeway, the Stark/Washington couplet, and 102nd. This area, commonly referred to as Prunedale, is primarily composed of relatively small, irregular, or inefficient lots. The prevalence of these smaller lots will make implementation of larger projects in this area difficult because of the greater need for consolidation, cooperation, or coordination.

- Since Gateway is surrounded by low-density residential neighborhoods, a critical challenge will be designing and developing new buildings that transition in scale from the core of the regional center to its edges. Recent projects from around the city offer examples of strategies for how to successfully accomplish this.

- The transition of the Gateway Regional Center from its current suburban form to a high-density urban community will not happen quickly. Market demand for the redevelopment of lands in the regional center has yet to be proven, and it will be important to strategically allocate public funds where they will catalyze the largest amount of redevelopment.

- The Gateway Regional Center benefits from a concentration of civic buildings (East Portland Community Center, Police Precinct, nearby branch of the Multnomah County Library and two U.S. Post Office facilities). While having these facilities enhances the livability of the community, the fact that they exist today reduces potential options for publicly-developed projects that could catalyze redevelopment.



Adopted Urban Design Concept

Outer Southeast Community Plan

The adopted vision plan map of the *Outer Southeast Community Plan* hints at what a full-scale urban design concept for Gateway might look like. It includes the following elements, which are more fully stated in the Gateway Regional Center Subarea Policy IV.

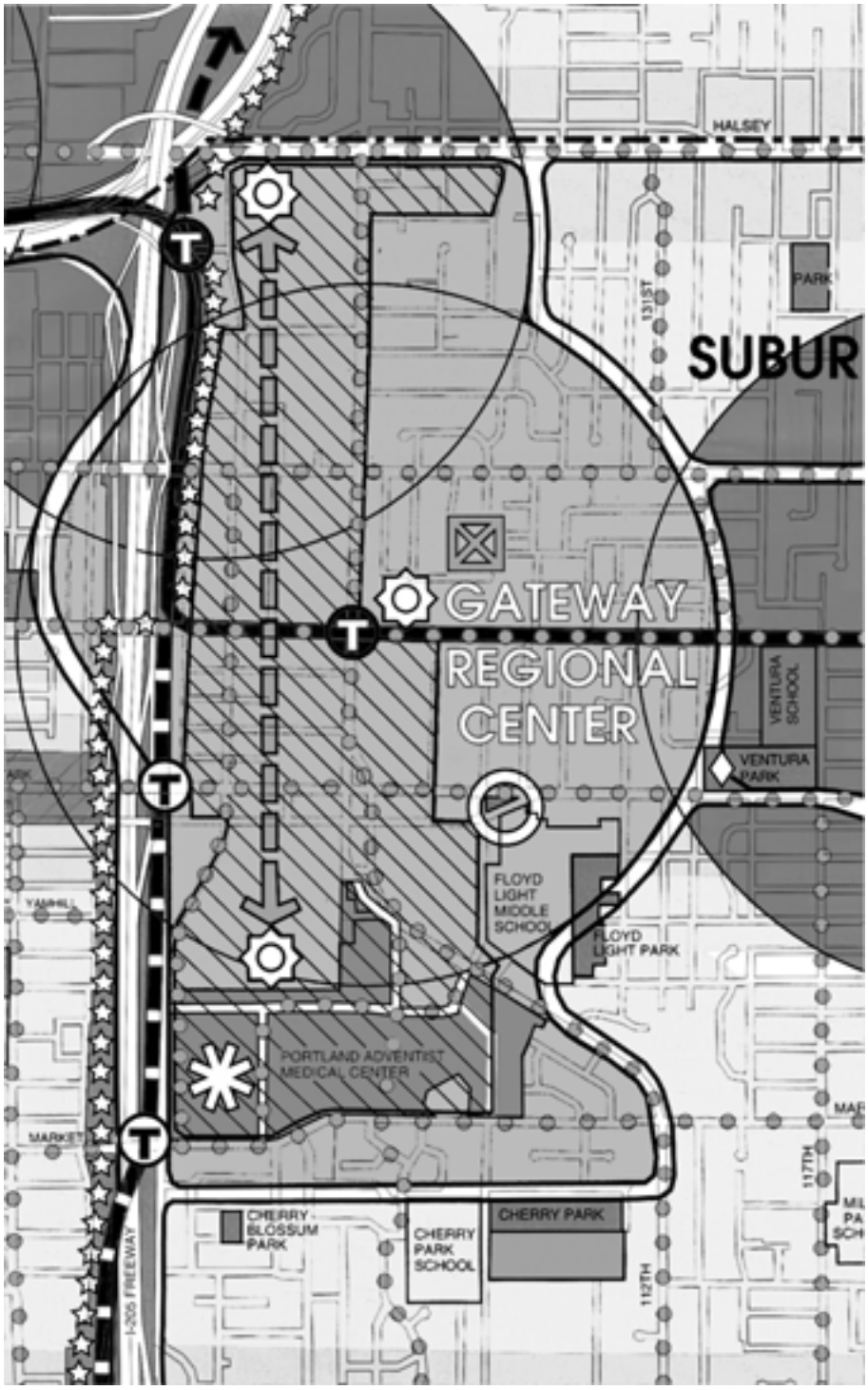
North-south linear park block system. This is stated in Objective 7: "Address the area's park deficiency by developing park blocks from north of Pacific Street to south of Stark Street between 99th and 100th Avenues. Mark each end of the park blocks with dramatic focal points such as an arch, fountain, or other art form."

System of interconnected walkways. Walkways are routes where future improvements will enhance the experience for pedestrians and bicyclists. Improvements include street trees, benches, crosswalks with signals, and sidewalk widening. Walkways in Gateway include Halsey, 102nd, Glisan, Burnside, Stark/Washington, Cherry Blossom, Main, and 99th between Glisan and Market. The regional center is enhanced further by the designation of most of the area as a pedestrian district. Pedestrian districts emphasize ease of movement and use of streets for pedestrians and include the same improvements as walkways, with the addition of curb extensions at crosswalks and crosswalk markings. This is stated in Objective 3: "Provide a pleasant and diverse pedestrian experience by providing connecting walkways within a structure to adjacent sidewalk areas."

Light rail transit stations. The vision plan map anticipates two new light rail stations in the regional center. With a potential light rail alignment from the Gateway transit center to the Clackamas Regional Center (the Clackamas Town Center shopping area), the two stations at Stark/Washington and Market could be expected to act like gateways into or focal points for the regional center as well as the location of significant new investment.

Neighborhood focal points and/or village squares. Neighborhood focal points serve as neighborhood meeting places. Village squares are a type of focal point. They are places where people go to meet informally with others, shop and recreate. They often include small parks, plazas, and public art. The vision plan map envisions village squares at either end of the proposed linear park blocks and a third at the 102nd and Burnside transit station.

Gateways. A single gateway at the Stark and Washington junction with SE 106th is identified. The transformation of 106th into its current civic character was just beginning when the *Outer Southeast Community Plan* was adopted; the vision plan map recognized the growing importance of this street by placing a gateway at its northern entrance.



	Focal Point / Village Square
	Recreational Trail
	Walkway
	Pedestrian District
	Proposed High Capacity Transit Line
	Open Space Deficient Areas
	Proposed Park Blocks
	Major District Gateways
	Major Attraction
	Existing MAX light rail line & station
	Proposed transit station

Adopted Vision Plan Map from Outer Southeast Community Plan

Concept Plan Map prepared by Calthorpe Associates

The *Opportunity Gateway Concept Plan and Revitalization Strategy* (*Concept Plan*) was approved by City Council in 2000. The approved concept plan map illustrates the desires expressed in the *Concept Plan*.

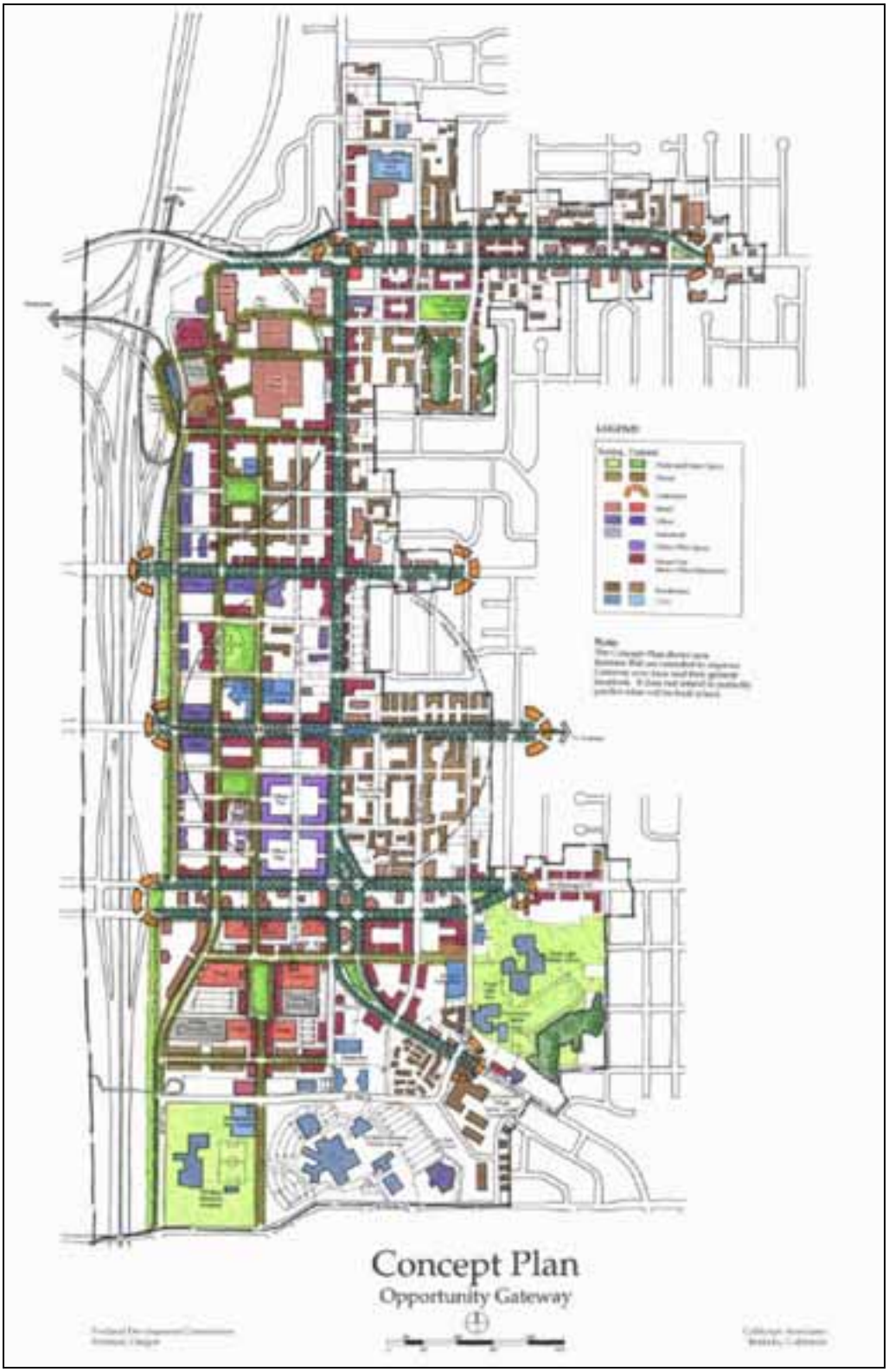
The size and shape of the regional center – almost as large as downtown Portland but more elongated in shape – is interrupted at regular intervals by wide, heavily-traveled streets. This configuration suggested the need for linear design elements capable of overcoming barriers like Glisan, Burnside, and Stark/Washington. The *Concept Plan* identifies beautiful tree-lined streets as a unifying design feature.

Transportation infrastructure. The transportation strategy relies on two major elements: improving street connectivity and creating smaller, more cohesive neighborhood blocks. The concept plan map calls for a traditional block configuration, including restoring NE Multnomah between Fred Meyer and Mervyn's, introducing new public streets into the Mall 205 and Plaza 205 properties, and completing a new street grid between Pacific and Stark and 99th and 102nd. As the spine of the Urban Renewal Area, 102nd is transformed into a boulevard to give the regional center a high quality, high profile identity. Changes to 99th provide better access for development projects and create a new local identity the length of the district.

Open space. The open space strategy includes small parks in each of the new "neighborhoods" and two hardscaped urban plazas, one at the Gateway transit center and another an expansion of the small existing plaza just north of the East Police Precinct. The open space around Floyd Light Middle School is protected and potentially improved with a playground or other recreational facilities. Tall firs are preserved.

Subareas. The *Concept Plan* identifies four subareas – Halsey/Weidler, Gateway Station, 102nd and Burnside, and the Employment District. Elements desired in each are shown on the concept plan map. The *Halsey/Weidler* subarea is improved with street trees and lighting, emphasizing the area as a main street of small and local shops, offices and residences. The *Gateway Station* subarea is transformed into an area of high-density housing, retail and service activities with parks and a public plaza. A structured park and ride garage with retail on the ground floor and offices and/or a hotel above, is located in immediate proximity to the transit center. The *102nd and Burnside* subarea contains a mixture of smaller-scale office, flex space, and housing, along with an education center and civic center and two of the regional center's largest parks. The *Employment District* envisions Mall 205 being replaced with a mixed-use open air/main street design, with increased street connections, a central park block, and on-site housing. A performing arts center on the Adventist Academy campus serves the broader community as well as the school population.

Other elements. The concept plan map suggests a full build-out situation in 2019, depicts a quarter-mile radius around both the transit center and the 102nd and Burnside station, and envisions nine gateways, one at each entry into the Gateway Regional Center.



Concept Plan Map by Calthorpe Associates for Opportunity Gateway

Garry Papers' Concept Plan

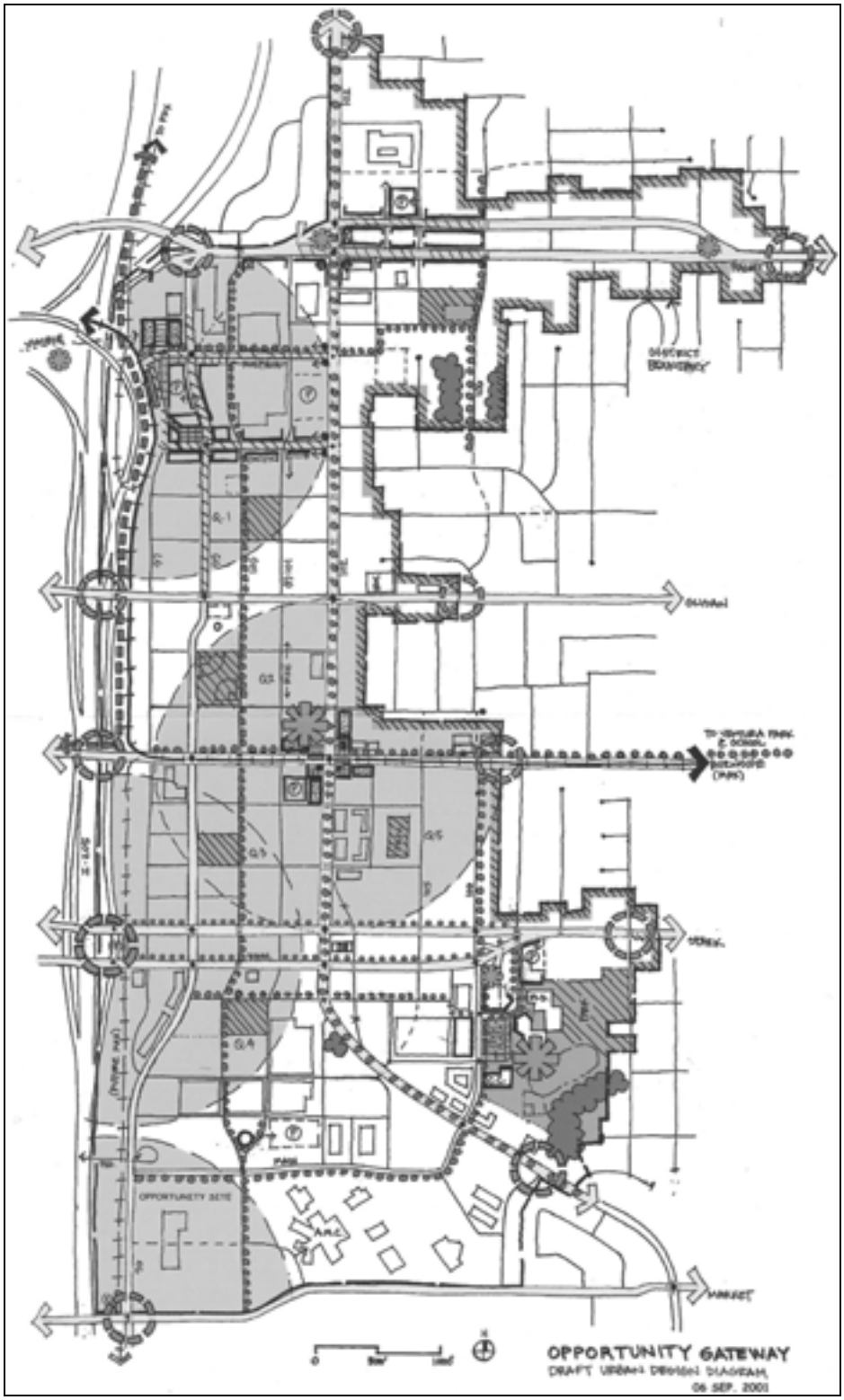
Garry Papers, at the time an architect with SERA Architects, was hired by the Portland Development Commission to help with the Design and Development (later called the Gateway Planning Regulations) Project. Using the *Opportunity Gateway Concept Plan and Revitalization Strategy* as the basis for conversation, his primary task was to help guide discussions toward Gateway's identity and design components. These discussions resulted in 22 proposed principles for site/block design and building design, and a reworking of Calthorpe's urban design concept that he called the draft urban design diagram.

Proposed Principles. Numerous discussions held by the Design and Development Committee, in workshops, and, subsequently, by the Program Advisory Committee led to the *Proposed Principles for Site/Block Design and Building Design*. These principles, in turn, led to the *Gateway Regional Center Design Guidelines* proposed in this project. The proposed principles are included in Appendix H.

Draft Urban Design Diagram. Clear from discussions held with members of four subcommittees – Design and Development, Transportation, Open Space, and Education – was the concern that, while the Calthorpe concept plan map identified many of the urban design elements desired by the Gateway community, there remained a major problem and significant gaps. The major problem was that the map included anticipated building footprints. While the *Concept Plan* specifically states that it does not intend to predict what will be built where, the map implies that it does. Among the significant gaps were the lack of a relationship with adjacent neighborhoods, the lack of an identified hierarchy of streets, a more cohesive, direct linkage between the open spaces, identification of potential view corridors, and the location of potential landmark sites.

Before the project's halt due to the Shilo decision, Mr. Papers prepared this draft urban design diagram for review. It contains the following elements:

- Connections among parks and schools. "Green streets" – very pedestrian-oriented streets – connect parks and schools in a way that people can easily move from one open space/public facility to another in a pedestrian-friendly manner.
- Parks and plazas. The diagram makes a distinction between parks and hardscaped plazas.
- Regional center edge. The diagram identifies locations where scale-sensitive development should occur. The primary location identified is the block of CM-zoned properties between Glisan and Burnside and 102nd and 103rd.
- Street hierarchy. The diagram identifies street types with a greater level of specificity. For example, 102nd/Cherry Blossom for the entire length of the regional center is a boulevard, while 99th between Pacific and Glisan, Pacific between I-205 and 102nd, and Halsey/Weidler between 102nd and 106th are main streets. Burnside, 100th (both existing and proposed), 106th, Main, and several smaller, new streets are "green streets."
- View corridors. The urban design diagram identifies one view, the view of a potential landmark building just north of the Gateway transit center from the north and west.
- Location of potential landmark sites. The diagram envisions landmark developments at the two light rail transit stations, 102nd and Burnside and the Gateway transit center. The potential development at 102nd and Burnside would radiate outward from the intersection to all quarters. At the transit center, the park and ride lot would be redeveloped with a structured parking garage and tall, landmark buildings. Development would extend along 99th to Pacific and east along Pacific to 102nd.



Draft urban design diagram prepared by Garry Papers for consideration by members of subcommittees of the Opportunity Gateway Program Advisory Committee

Alternative Concept Plan Maps included in the Gateway Planning Regulations Project Public Review Draft

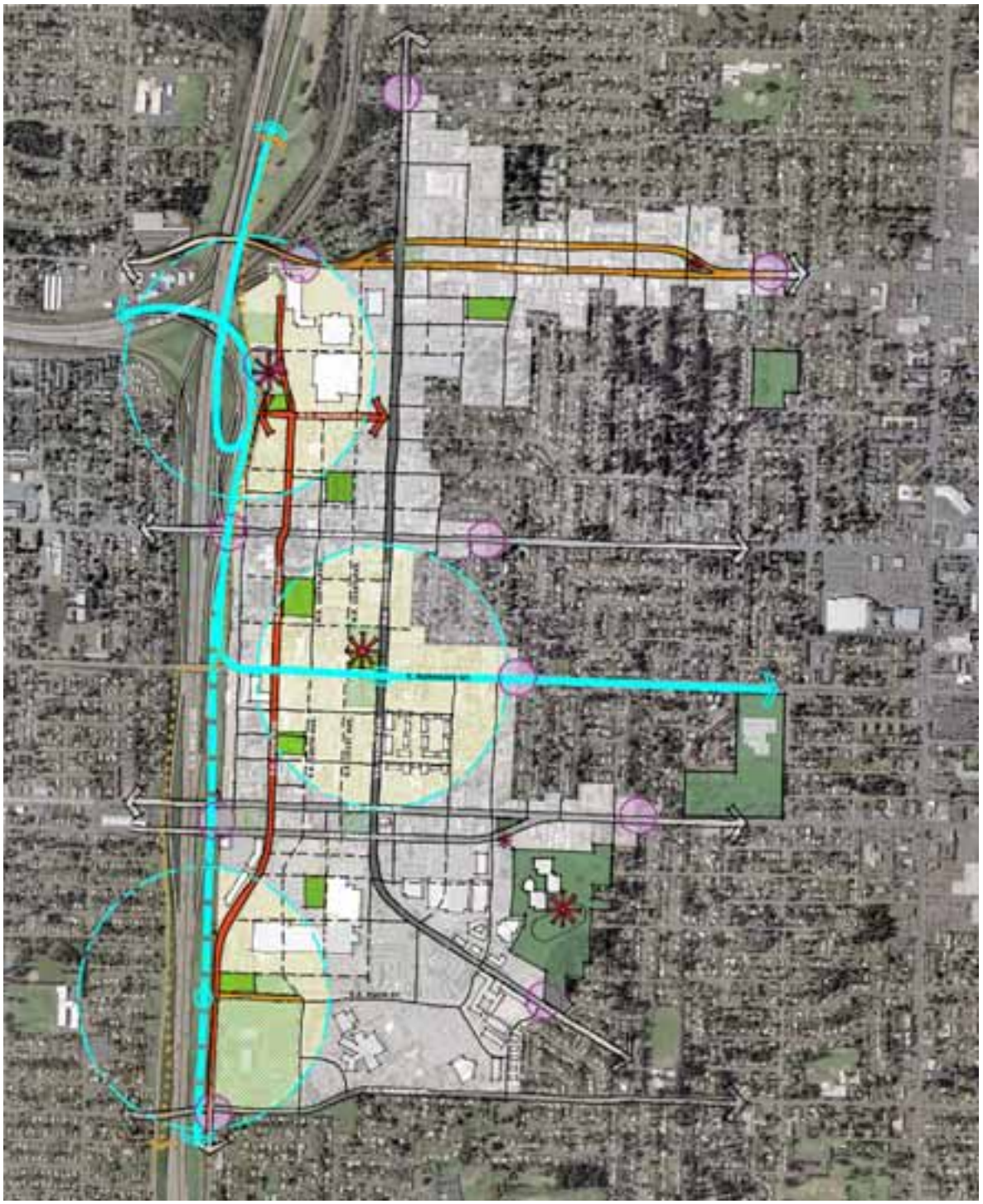
The Gateway Planning Regulations Project Public Review Draft was published in June 2003. Two alternative concepts were suggested in that draft. Both alternatives drew from previous vision and concept plans and diagrams (pages 64-69). The alternatives can be considered a refinement of the earlier concepts, answering questions that were left unanswered and addressing elements that needed further clarification. Both alternatives were subjected to several workshops and open houses, extensive discussions with the Design and Development Committee, and presentations and discussions with Program Advisory Committee members. From these discussions came greater clarity regarding those elements of the alternatives that should be retained and those that could not be achieved without excessive cost. The resulting recommended urban design concept on page I-25 in Volume I contains elements of each alternative.

Alternative Concept 1

The overall strategy of Alternative 1 could be described as a series of small, introverted clusters, linked by enhanced 99th and 100th Avenues. Each cluster (roughly a quarter-mile square) would be organized around a centrally-located park or plaza.

Larger buildings would likely be developed around the transit stations and open spaces. Each of the new open spaces would be able to catalyze the maximum amount of new development, as each would be surrounded on all sides with potentially developable land. This concept would rely upon the improved street connections (99th and 100th) to link the open spaces together as a unified system.

Alternative 1 also proposes the enhancement of 11 gateway locations, roughly at the ends of each transportation/transit street through the regional center. Three major and three minor attractions (total of six) are identified in the concept, the major attractions being the existing transit stations and the Floyd Light Middle School, and the minor attractions being where the regional center's couplets (Halsey/Weidler, and Stark/Washington) converge.



Alternative urban design concept 1, prepared for the June 2003 Public Review Draft

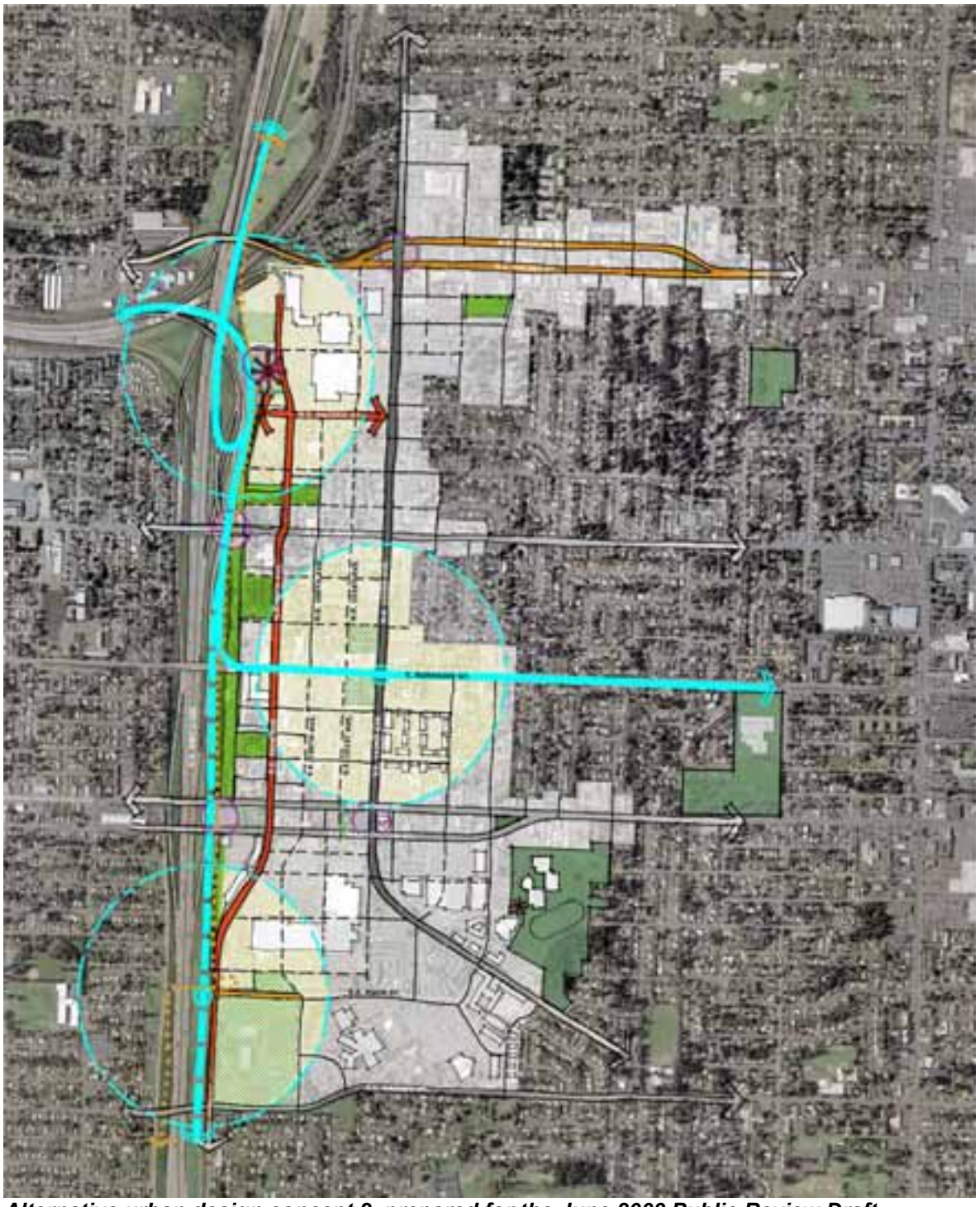
Alternative Concept 2

Alternative 2 is more extroverted in its strategy to mitigate the impacts to new market-rate development created by the I-205 Freeway. Development of this concept considered precedents that addressed similar issues caused by the adjacent freeway infrastructure. For example, the City of Maywood Park, located just north of the regional center, experiences the same negative effects created by the I-205 Freeway. It has developed an effective green edge/buffer that integrates a pedestrian/bicycle trail, seating, dense landscaping, and earth-berming in a relatively narrow
(20 – 30 feet) section.

Alternative 2 suggests expanding this strategy to a regional scale for Gateway, simultaneously accomplishing multiple functions. The proposed open space system would, in a sense, become the regional center's front yard and regional attractor, combining a linear park, or "necklace" with "pearls" of differently-scaled open spaces, each designed to accommodate different functions. The linear park would be wide enough to incorporate a split pedestrian/bicycle trail and the necessary earth-berming, landscaping and associated noise abatement components. Beginning at the Gateway transit center, it would connect the two western transit stations (one existing, one proposed) with the two retail centers.

The placement of a regionally-attractive, connected open space system along Gateway's western edge would encourage adjacent development to step up in scale as one moves west from 102nd. Using the width of the linear park to push new development eastward decreases the impacts of the freeway, subsequently increasing the value of the land facing the park. This western edge-focussed massing of development would be in addition to expected increases in development densities around the transit station areas.

This alternative proposes five gateway locations and two designated attractions. Proposed gateway locations are at the Gateway transit center, where Glisan and Stark/Washington intersect with I-205, and at the intersections of 102nd with Stark/Washington and Halsey/Weidler. In general, these reductions are recommended to better focus public and private investments where they will have the most meaning and be the most catalytic for subsequent development.



Alternative urban design concept 2, prepared for the June 2003 Public Review Draft

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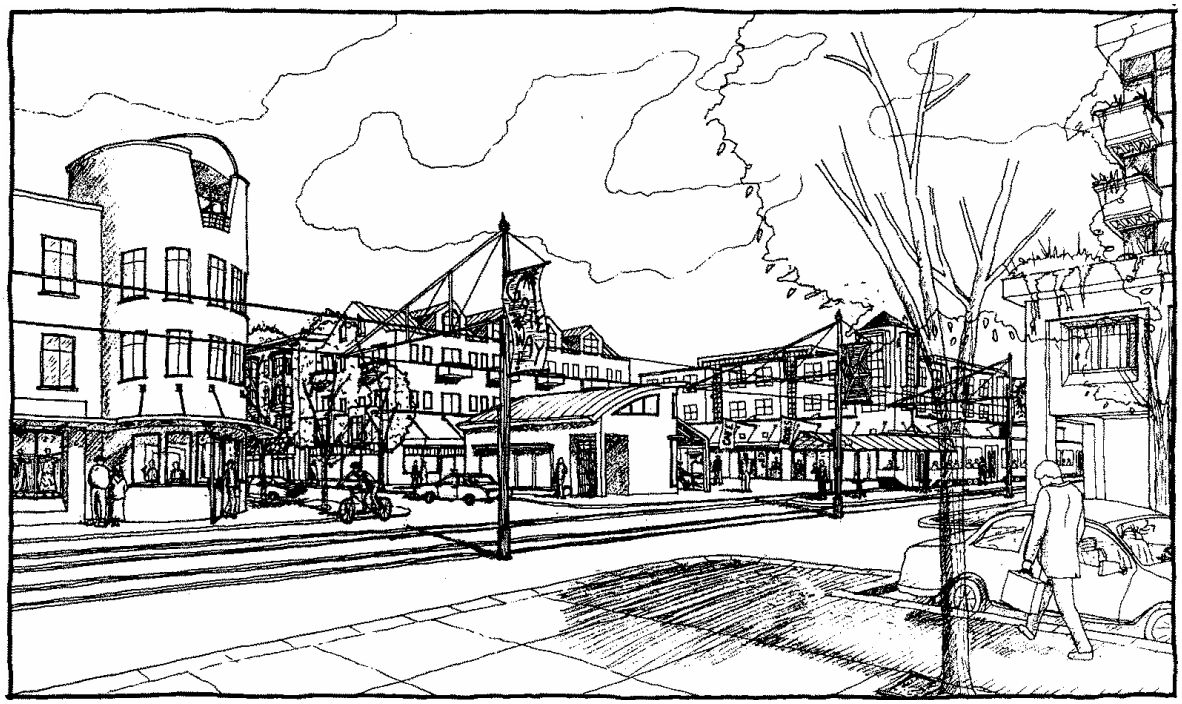

Philip Goff and Jin Chen, 1997