Approved

Albina Community Plan

Process

May, 1990

City of Portland
Bureau of Planning

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Approved Albina Community Plan Process

As approved by the City of Portland Planning Commission, January 9, 1990

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May, 1990

City of Portland
Bureau of Planning

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Summary
Albina Community Plan

The Portland Planning Bureau is developing a revitalization plan for inner North and inner Northeast Portland. The study area for this plan is nearly the same as the boundary of the old City of Albina. The Cities of Albina and Portland were consolidated in 1891. The historic character of the area and its roots as a separate city prompt us to designate this effort the "Albina Community Plan." This name provides a link to the districts historic past. Additionally, the use of the word "Community," stresses revitalization through a plan that is based on the shared objectives of those concerned with this part of Portland.

During the development and approval of this process report concern was raised that the name, "Albina Community Plan," was a refernece to the past and that the project's name should reflect the community's aspirations for the future. As the plan is developed we will seek such a name. However, we will continue to identify this effort as the "Albina Community Plan," until a forword looking name is found.

Over the seven months required for development and approval of the planning process the planning staff has met with area neighborhoods, business associations and other interested individuals and groups. In these meetings we discussed the possible boundary, objectives, research requirements, products and citizen involvement program for this effort. These discussions have broadened the concept for this effort beyond land use planning to include issues of image, economic development, housing, transportation, education, family services, public safety, historic preservation, urban design and public improvements. This comprehensive approach is similar to that employed in the recently completed Central City Plan.

In late September a discussion draft version of this process report was published. Nearly a thousand copies of the discussion draft process report were distributed. During October and November of 1989, staff attempted to meet with interested groups and individuals in the area; staff attended over 30 meetings during this period. At the end of November the draft was revised and republished as this recommended process report. Changes were suggested by the North/Northeast Business Boosters, the Irvington, Eliot, Kenton and Arbor Lodge neighborhoods, as well as by several individuals and public agencies.

On December 12th, the Portland City Planning Commission held a public hearing and took testimony on the proposed objectives, process, boundary and background information that will guide the development of the Albina Community Plan. The Commission heard testimony from 13 individuals. Many of those testifying presented the position of one or more organizations. Additionally, a number of written comments were received. At the close of the hearing the Commission postponed action until January 9, 1990 allowing time for staff review and

comment on the amendments submitted. A total of 35 amendments were submitted for the Commission's consideration. The Commission made 24 changes to the proposed process report in response to testimony heard during their January hearing on the Proposed Process Report. This report reflects the process and objectives as amended and approved by Portland's Planning Commission.

The study has two boundaries: a land use area boundary and a larger impact area boundary. The land use area boundary includes all or part of 13 neighborhoods: Kenton, Arbor Lodge, Overlook, Piedmont, Humboldt, Boise, Eliot, Woodlawn, Concordia, King, Vernon, Sabin, and Irvington. The area included in the land use study boundary runs generally south of Columbia Boulevard to N.E. Broadway, west to Chautauqua, Delaware and Greeley, and east to 33rd north of Prescott Street. South of Prescott the land use boundary follows the eastern boundaries of the Sabin and Irvington Neighborhoods (approximately N.E. 26th Avenue). The land use area also includes the area of the Kenton Neighborhood that lies between Delta Park and North Portland Harbor. The impact area includes the remainder of the Kenton, Arbor Lodge, Overlook and Eliot neighborhoods and the area north of Columbia Boulevard to North Portland Harbor between I-5 and N.E. 33rd Avenue. The bulk of data collection activity will be focused on the land use study area. The impact area adjacent to the land use study area will not be considered for changes in the land use designations or base zones. Projects and programs may be proposed within the impact area that support the objectives of the Albina Community Plan if they are also consistent with Portland's Comprehensive Plan.

This planning process began in July 1989, and is expected to require up to three years to complete. City Council consideration is targeted to begin in late 1991 or early 1992, with implementation of new zoning provisions taking effect on July 1, 1992. It is the hope of many in the community, as well as the Planning Bureau, that the Plan may be completed in a shorter time period. The process for developing the plan includes these elements:

- Involvement of area residents and private interests in development of implementation proposals and actions. The North/Northeast Economic Development Task Force's "Economic Development Action Plan" has given us a head start in identifying possible implementation actions and objectives for the planning process.

- Involvement of neighborhood, citizen and other interest groups in identifying problems, opportunities and assets in the Albina Community Plan study area.

- Involvement of agencies, from several levels of government, in identifying and refining strategies for action.

- Development of a marketing study. The Bureau of Planning will jointly undertake this work with the Portland Development Commission.

Expected Outcome

This effort will produce a comprehensive plan for the inner North/Northeast district, "Albina Community." By "comprehensive" we mean a plan that, while addressing land use issues, also addresses economic development, housing, transportation, neighborhood planning, urban renewal, public safety, family services, and historic preservation issues. The land use element of the Plan will include the reconsideration of a new comprehensive plan designation and zoning pattern for the area. A new pattern may be needed to provide existing businesses and institutions the land they need to grow, and to promote job creation within the district. Housing opportunity is another major concern.

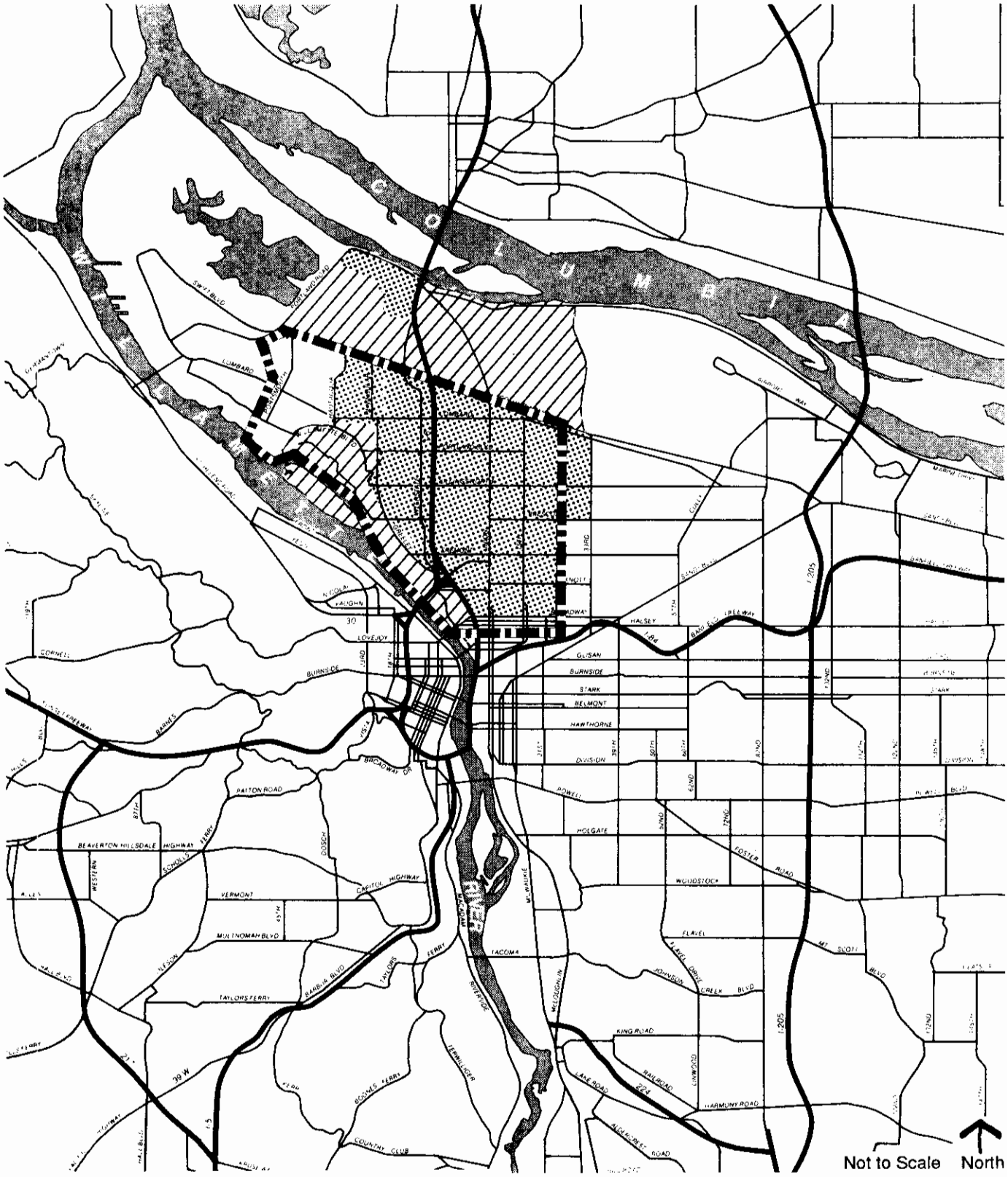
The loss of housing to business and institutional expansion will be off-set by creation of new housing opportunities. These new opportunities must be at locations and in site sizes that are attractive to the market place. While preservation of the area's many historically significant structures and stable residential neighborhoods is one concern, fostering the revitalization of the area by replacement of worn-out housing with newer higher-density developments is another.

A significant transportation decision will be the determination of whether a third northern light-rail corridor should be considered. Currently two alignments have been selected to be examined as possible light-rail corridors. These two alignments are I-5 and Interstate Avenue. Additionally, possible alignments on Martin Luther King Jr. Boulevard and on the Williams/Vancouver couplet have been identified and will be evaluated as potential corridors to be considered with I-5 and Interstate Avenue. A comparison of all four corridors through North/Northeast Portland will be completed. This comparison will include development opportunity, ridership, and the need to acquire additional right-of-way.

A list of implementation actions will be developed for those parts of the plan that focus on issues other than land use. These may include creation of programs and the development of projects in the areas of economic development, crime prevention, education, family services and historic preservation. Projects and programs will be prioritized. Inclusion of these provisions in the Plan assures that they are coordinated with the Plan and each other; that they have community support; and that they have been reviewed by the City Council and found to be consistent with and supportive of Portland's Comprehensive Plan.

A final important benefit of the planning effort is the publishing of useful information. This will include physical information such as existing land use, ownership patterns, traffic counts and the capability of sewer and water systems to support additional growth. Also developed will be socioeconomic information and marketing information. Marketing information developed will include the

type and characteristics of sites desired by firms interested in finding locations in the region, potential market niches for new firms and the type of job training programs that are needed to better prepare area residents for the jobs that will be available in the future. Another significant product will be neighborhood histories and historic resources fostering a sense of community and pride in the area.



Legend

- Boundary of City of Albina, which merged with Portland in 1891
- Land Use Area
- Impact Area

Albina Community Plan
Bureau of Planning City of Portland

Figure I
VICINITY AREA

Introduction

The Purpose of this Report

This report was prepared, reviewed and approved by the Planning Commission to bring to closure discussion of the planning process for development of the Albina Community Plan. Public review of this document assured that those interested in the development of the Albina Community Plan have had an opportunity to raise concerns about the process used to develop the plan. Over September, October and November the project staff met with over 30 groups interested in the planning effort to seek comments on the proposed objectives, boundary and process. At the end of November the document was revised. Changes to the process, as presented in this document, were made based on the ideas and concerns raised by the public during the review of this Discussion Draft Process Report. In early December this document was submitted to the Portland City Planning Commission. The Commission reviewed, revised and accept the proposed process and objectives at a public meeting on January 9, 1990.

Key Elements in the Planning Process

Finalization of the process for development of the Albina Community Plan means bringing to closure four separate sets of issues. These issues are the boundary, the process or steps in developing the plan, the objectives of the plan, and the information that will be collected on which the plan's recommendations will be based. Many in the community urged the City to proceed with this planning effort as quickly as possible. Resolving these four possible issue areas at the start of the planning program allows the plan to proceed at the fastest possible pace.

Setting the area in which land use changes will be considered occurred early in the process. This assured that necessary information was uniformly collected. Additionally, it guaranteed that potentially affected property owners and recognized organizations receive notice of changes proposed in the plan. The boundary for the land use element of this plan is presented in the **Study Area** section of this report.

The steps, or phases, used to create the plan are presented in the **Process** section of this report. This section describes the citizen involvement efforts being undertaken, the documents that will be produced and the schedule of review for the various versions of the plan. Establishing a clear citizen involvement process assures that those interested in the project know how and when to participate in the plan's development. At the district level citizen involvement activites are being supported by the North/Northeast Economic Task Force's participation, with the Bureau of Planning, through district-wide outreach and workshop activities.

The objectives of the planning effort are important. These determine the topics the plan is to address. They also serve as benchmarks so that the community can measure the plan's success. Objectives for the Albina Community Plan are presented in the **Objectives** section of this report. These are based, to a great extent, on the objectives presented by the North/Northeast Economic Development Task Force in the Task Force's recently published "Action Plan."

The final ingredient in the process is the background information to be collected. This information will become the factual basis on which the Plan is built. While many aspects of this information will be numeric, such as traffic counts and land use statistics, some information collected will be less quantitative, such as documenting the history of the study area. Agreement at this stage on the range and level of detail of information that is needed, allows this data collection activity to be completed efficiently and quickly.

Why do this plan?

The Albina Community Plan study area has been the subject of extensive study and planning dating back to before the Portland Model Cities Program (1967-75). This study will be the first since model cities that attempts to prepare a truly comprehensive plan for the district. It will address land use and related issues in a single planning and implementation study that covers not only the former model cities area but also includes three neighborhoods in the north Portland peninsula (Kenton, Arbor Lodge and Overlook), and two additional neighborhoods east of I-5 (Piedmont and Concordia). Most studies of this area have focused on planning and programming for specific issues rather than creating an overall plan.

While over the past twenty years millions of dollars of public and private improvements have been made in the study area, the area continues to be plagued by disinvestment and declining values. A comprehensive district action plan can provide a policy framework and implementation program based on the area's strengths and opportunities and encourage long-term financial and personal investment. This plan should contain an agenda and timetable for public and private actions. The former City of Albina is now home to over 75,000 of Portland's citizens. The area contains a major resource in land, people, history and community spirit that Portland cannot afford to underuse and undervalue.

To revitalize this area and foster the opportunities this area offers it is necessary to resolve long-standing land use and capital improvement issues. Resolution of these issues must be through an extensive community-based planning process. The process must balance business, neighborhood and other community interests and concerns. A key ingredient in this process will be close coordination with the community. The work of the North/Northeast Economic Development Task Force provides a good foundation on which to start building this balance. Participation of other individuals and groups in northeast Portland and the north Portland Peninsula will strengthen this balance.

Relationship to Other Planning Efforts

Presently there are several significant projects and programs underway that directly affect the district. Each of these in some way represents the community's recognition that the needs of this area must be addressed now. Each is also either aimed at developing an immediate short-term program, or is a single topic effort that only focuses on one aspect of the problems faced by this community. All these efforts are important and must proceed while the Albina Community Plan is developed. The Albina Community Plan will provide a long-range framework for the area. Programs initiated before the Albina Community Plan is complete may be incorporated into the long-range plan.

Below are listed several planning and programmatic efforts currently underway. Each is briefly presented with a short explanation of how the Albina Community Plan will relate to it.

Neighborhood Revitalization

The Neighborhood Revitalization program seeks to develop immediate programs which can be concentrated to address neighborhood livability issues. The Neighborhood Revitalization Management Panel has decided that these efforts will be focused in the inner northeast area; the area identified is within the Albina Community Plan study area. Neighborhood revitalization programs and projects are intended to quickly foster positive changes in the focus area selected.

A good example of how the Neighborhood Revitalization effort works is the Nehemiah target area recently designated by the federal Department of Housing and Urban Development. The Nehemiah housing target area includes four neighborhoods within the Albina Community Plan study area. Targeting is not necessarily limited to small areas.

The Albina Community Plan is intended to provide a long-range plan for the coordination and delivery of projects and programs and for the comprehensive updating of land use and zoning provisions applicable to the area. Programs that are identified and started through the Neighborhood Revitalization effort may become key elements in the Albina Community Plan. Additional programs, projects and resources will be added to the revitalization effort through the Albina Community Plan.

Arterial Streets Classification Policy Update

The Portland Department of Transportation (PDOT) started this year to update the City's Arterial Streets Classification Policy (ASCP). This policy document classifies all streets in the City based on their desired transportation use. These classifications are used as a guide in planning street improvements. The City's planning staff working on the Albina Community Plan will also be working closely with the City's transportation planners updating the ASCP. Workshops and other citizen involvement activities will be jointly conducted by Bureau of Planning and PDOT staff to assure a coordinated approach to transportation issues in the Albina Community Plan study area. Additionally, these cooperative efforts will help avoid possible confusion caused by two independent but simultaneous citizen involvement efforts.

Regional Light-Rail System

The Portland Department of Transportation is also initiating a major effort to move ahead with development of the regional light-rail system. The transportation element of the Albina Community Plan is a part of this effort. Staff at the Bureau of Planning will be working closely with the City's transportation planners to assure that the land use and transportation provisions of the ultimate plan are coordinated with, and support, the light-rail program.

Convention Center Urban Renewal District

The Albina Community Plan will establish direction for land use, transportation and other planning related issues. Boundary options for an expanded Urban Renewal district will be explored as part of the district plan and individual neighborhood plans developed within the district plan. The Albina Community Plan project staff will work closely with potentially affected neighborhoods and business groups, as well as the Portland Development Commission staff to address urban renewal boundary issues. The actual recommendation and final determination on any urban renewal district expansion will be made as part of an urban renewal plan amendment prepared by the staff of the Portland Development Commission. The renewal plan amendment will be reviewed in public hearings by the Portland Development Commission, the Portland City Planning Commission and the Portland City Council prior to its adoption.

Community Policing

Public safety is a critical concern within the study area. The City is currently preparing a five year implementation plan to establish a community policing program in Portland. Staff on the Albina Community Plan are directly participating in the development of the community policing program to assure that the Albina Community Plan, when complete, is fully coordinated with Bureau of Police's five year plan.

Enterprise Zone

The Enterprise Zone is one of many tools that the Portland Development Commission uses in their administration of Portland's economic development progam. The majority of the Enterprise Zone is included within the Albina Community Plan study area. Within this zone property tax incentives are offered to qualified Enterprise Zone businesses that make capital investments and hire Enterprise Zone residents. During the last legislative assembly state law was changed in several ways that make Enterprise Zones more attractive business locations. The Albina Community Plan project staff is working closely with PDC's Economic Development Department to coordinate the provisions of the district plan with the City's economic development programs and the Enterprise Zone. The North/Northeast Portland Enterprise Zone is one of thirty such sites within Oregon's enterprise zone program.

Neighborhood Planning

As part of its fiscal year 89-90 budget the Bureau of Planning has been authorized to establish a neighborhood planning function within the Bureau's Long Range Planning and Urban Design Section. The Long Range Planning Section's neighborhood planning efforts will be focused on areas outside of the Albina Community Plan study area. Up to four additional plans may be initiated during Fiscal Year 1989-90.

Neighborhoods located within the Albina Community Plan study area have been given the opportunity of developing neighborhood plans as part of the community planning effort. Neighborhood plans undertaken as part of the Albina Community Plan will be as completely detailed as those undertaken elsewhere in Portland. Neighborhoods located within the Albina Community Plan study area wishing a neighborhood plan will be required to commit substantial amounts of time to working together and with Bureau staff in developing these plans. Activities that neighborhoods will need to undertake include hosting workshops, distribution of flyers to area residents and businesses announcing these workshops, and establishment of a neighborhood planning committee that will translate workshop products into first draft neighborhood plans.

Several of the neighborhoods within the Albina Community Plan study area have elected to pursue a neighborhood plan as a part of their participation in the Albina Community Plan process. Neighborhoods wishing to develop a neighborhood plan include Irvington, Eliot, Boise, Humboldt, King, Sabin, Woodlawn, Piedmont, Kenton and Arbor Lodge.

Actions of the Portland City Planning Commission

January 9, 1990

The following actions were taken by the Planning Commission:

1. **Objectives:** The Commission approved the objectives for the Albina Community Plan listed in the **Objectives** section of this report. The Commission approved these as working objectives that will form the basis for the development of a discussion draft plan. The discussion draft plan should include specific actions that directly address each of the objectives listed. The objectives, as well as the actions proposed will be subject to review, refinement and amendment as part of the Commission's hearings process on the plan.

2. **Study Area:** The Commission approved the two boundaries presented for the study in the **Boundary** section of this report. The part of Portland in the land use study boundary includes the area south of Columbia Boulevard to N.E. Broadway, west to Chautauqua, Delaware and Greeley, and east to 33rd north of Prescott Street. South of Prescott the land use boundary follows the eastern boundaries of the Sabin and Irvington Neighborhoods (approximately N.E. 26th Avenue). Subsequent to the Planning Commission's action that part of the Kenton Neighborhood between West Delta Park and North Portland Harbor was added to the land use study area by the Portland City Council. The impact area includes the remainder of the Kenton, Arbor Lodge, Overlook and Eliot neighborhoods and the area north of Columbia Boulevard to North Portland Harbor between I-5 and N.E. 33rd Avenue. The bulk of data collection activity will be focused on the land use study area. The impact area adjacent to the land use study area will not be considered for changes in the land use pattern. However, within the impact area projects and programs may be proposed that support the objectives of the Albina Community Plan if they are also consistent with the Comprehensive Plan.

3. **Process:** The Commission approved the four-phased process presented in the **Process** section of this report. Specifically, the Commission commits to hold hearings on both the discussion draft and proposed versions of the plan in the study area. The Commission encourages staff to seek means to reduce the time required to complete the plan.

4. **Background Information:** The Commission approved the listing of information to be gathered and published as listed in the **Background Information** section of this report.

Objectives For
The Albina Community Plan

The goal of this effort is:

> **"To develop and implement a plan that enhances the economy and livability of the historic Albina community."**

The objectives presented below are derived from the "Action Plan" developed by the North/Northeast Economic Development Task Force. The Task Force's recommendations were arrived at through a community consensus building process that was well publicized and in which many citizens participated. The Task Force's "Action Plan" is an excellent starting place for development of a plan for the Albina Community Plan study area that is truly comprehensive. Because of the good work done by the Task Force it is possible to begin this planning effort with firmer objectives than is typical. The "Action Plan" provides a set of values that can guide and accelerate the development of the Albina Community Plan. Certain strategies included in the "Action Plan" are not reflected in this set of objectives because they are much more specific than objectives. Many of these strategies will be included as implementation proposals in the plan.

These objectives will be used as the basic values on which the discussion draft Albina Community Plan will be built. A major purpose of the development and review of this process document was to validate these objectives. Allowing interested individuals and groups to comment on them before the Planning Commission aided in affirming that these are the values on which the plan for this community will be built.

Planning Objectives

1. Develop a vision for the Albina community that reflects the community's long range aspirations.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 5, Land Use & Transportation Action Plan.

2. Involve area businesses and residents in developing and implementing the plan.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 3, Introduction.

3. Develop a unified plan for the entire district that acts as a framework for detailed neighborhood plans.
   Objective proposed by the Bureau of Planning staff.

4. Neighborhood plans should reflect the neighborhood's vision for its future as a part of the district.
Objective proposed by the Bureau of Planning staff.

5. Neighborhood plans developed as part of, and in conjunction with, the district plan must be guided by the objectives approved in the process report, as well as by those developed by individual neighborhoods.
Objective added by the Portland City Planning Commission.

6. Incorporate the district plan and individual neighborhood plans into Portland's Comprehensive Plan.
Objective proposed by the Bureau of Planning staff.

7. Develop a comparative analysis of light-rail transit on each of the potential light-rail alignments. Alignments examined will include Interstate Avenue, I-5 (Minnesota Freeway), the Vancouver-Williams Avenue couplet and Martin Luther King Jr. Boulevard (Union Avenue).
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 9, Short-Term Transportation Goals. The objective was slightly modified at the suggestion of the Kenton Neighborhood Association.

8. Evaluate possible light-rail alignments east of I-5 and determine if an additional alignment should be considered as an alternative to the I-5 and the Interstate Avenue alignments.
Objective proposed by the Bureau of Planning. Language modified at the suggestion of the Eliot Neighborhood Development Association

9. Adopt an implementation agenda that identifies those who will implement specific projects and programs. Responsibility for implementation of projects and programs will be agreed to by those charged with carrying out the plan. The ultimate success of this effort will be in the community's commitment to the follow-up necessary to complete the implementation agenda.
Objective proposed by the Bureau of Planning.

10. Explore the viability and benefits of special districts including the enterprise, historic preservation, target employment, urban renewal and economic improvement as aids in enhancing the livability and economy of the Albina Community Plan study area.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Special District Formation Issue Area. Language was modified slightly by amendment requested by the Kenton Neighborhood Association.

11. Identify programs and policies to improve and maintain the appearance and cleanliness of the district.
Objective suggested by the Irvington Community Association.

12. Propose regulatory, programmatic and statutory measures that will stimulate development and economic activity and meet plan objectives.
Proposed by the Portland Development Commission.

Land Use Objectives

1. Recognize and reinforce the identity of residential neighborhoods and employment districts.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10, Long Term Land Use Goals.

2. Reduce conflicts between commercial, industrial, institutional and residential uses.
   Proposed by the Portland Development Commission.

3. Consider the establishment of distinct, well-anchored commercial nodes and centers that serve the area's needs and attract shoppers from throughout the region.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10, Long Term Land Use Goals. Language amended at the suggestion of the Eliot Neighborhood Development Association.

3. Create mechanisms that encourage businesses to grow, preferably at their current sites.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10, Long Term Land Use Goals.

4. Promote home ownership.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10, Long Term Land Use Goals.

5. Enhance small business formation, particularly on land that is vacant or underutilized.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10, Long Term Land Use Goals.

6. Assure that institutions have opportunities for growth that meet their needs, reinforcing residential neighborhood and business centers and fostering ancillary businesses.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Institutional Land Use Issue Area. Also supported by the Portland Development Commission.

7. Increase opportunities for higher density housing development around commercial nodes and centers which support institutions.
   Proposed by the Portland Development Commission.

8. Consider environmental impacts (i.e. noise, air, lead and particulate pollution) in community planning and project development.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 12, Special Issues.

9. Recognize and reinforce commercial and industrial nodes and districts and encourage the formation of a clear identity in each node and district.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Other Land Use & Transportation Issue Areas.

10. Create a detailed open space and recreation plan.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Recreational & Public Improvements Issue Area.

11. Focus new development at locations along major transportation corridors, especially near light-rail stations, to assure that land use development activity reinforces, and is reinforced by, existing and new transportation system improvements.
Added by the Portland City Planning Commission.

12. Examine the size, depth and location of commercially-zoned areas and assure that potential locations for new commercial establishments respond to market needs. Consider the role of both strip and nodal commercial areas as part of this examination.
Added by the Portland City Planning Commission.

Transportation Objectives

1. Assure that current transportation planning activities for the study area are coordinated and consistent with this planning process and the final district plan.
This objective was proposed by the North/Northeast Economic Development Task Force's Land Use & Transportation Committee.

2. Ensure that the Albina Community is well served by public transit.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10. Language was modified at the suggestion of the Irvington Community Association.

3. Protect residential neighborhoods from through traffic while improving their internal traffic circulation systems.
Proposed by the Irvington Neighborhood Association.

4. Establish a regional priority for a light-rail line serving inner North/Northeast Portland.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10. Language was modified during discussion draft process at the request of the Kenton Neighborhood Association. Language was further modified during the Planning Commission's review at the request of the North/Northeast Economic Development Task Force .

5. Establish truck routes and districts at locations that protect residential neighborhoods from through truck traffic.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10.

6. Establish a convenient system of bicycle routes within the district and linking the Albina Community to the rest of Portland.
Proposed by the Irvington Neighborhood Association.

7. Consider establishing pedestrian districts in areas of heavy pedestrian usage, such as commercial centers.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10.

8. Ensure that the neighborhood traffic management programs for the Albina Community are coordinated and consistent with district and neighborhood plans.
Proposed by the Irvington Neighborhood Association.

9. Buffer the residential neighborhoods on both sides of I-5 from freeway noise.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10.

10. As part of the current update of the Arterial Streets Classification Policy identify traffic control options that increase safety, foster opportunity for commercial, industrial and housing development and reduce crime and deterioration. Consider all major streets in the study area including Martin Luther King Jr. Boulevard.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10. Language was broadened to include streets other than King at the request of the Kenton Neighborhood Association.

11. Examine parking issues including cluster/shared parking and other Downtown and community off-street parking facility approaches. As part of this examination include a re-assessment of the median within Martin Luther King Jr. Boulevard.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 10. This objective was amended to include the second sentance by the Planning Commission.

12. Link commercial and industrial nodes with an appropriate and efficient multi-modal transportation system.
Suggested by North/Northeast Economic Development Task Force Land Use & Transportation sub-committee.

13. Allow long term economic development goals to drive North/Northeast transportation decisions while maintaining and/or enhancing the quality of life in neighborhoods.
Suggested by North/Northeast Economic Development Task Force Land Use & Transportation sub-committee.

Business Growth & Development Objectives

1. Develop a district marketing strategy which includes light manufacturing, commercial development, institutional growth, distribution facilities and housing.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Informational Issue Area.

2. Strengthen existing neighborhood retail, service and commercial businesses.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 14, Long-Term Business Growth & Development Goals.

3. Expand the area's light industrial economic base and stimulate additional business activity.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 13, Short-Term Business Growth & Development Goals.

4. Foster the location of businesses and facilities near major institutions that require or benefit from proximity to the institution.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Other Land Use & Transportation Issues.

5. Provide a coordinated program of technical assistance supporting local business formation and growth.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 13, Short-Term Business Growth & Development Goals.

6. Foster the formation of new businesses by individuals residing in the area.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 13, Short-Term Business Growth & Development Goals.

7. Identify possible business growth opportunities based on a regional market analysis and regional site location factors.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Informational Issue Area.

8. Identify several specific sites in the district for the creation of new business development nodes. Design these to the market in terms of critical mass, site size, availability of services and access. Include consideration of mixed-use forms of development.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 14, Short-Term Business Growth & Development Goals.

9. Focus Portland's economic development efforts and programs on the revitalization of depressed areas within the Albina Community Plan study area. Assure that attention is given to the needs of such areas as Martin Luther King Jr. Boulevard, Alberta Street, and the commercial district on North Denver Avenue.
Language suggested by the Irvington Community Association and was broadened to include streets other than King at the request of the Kenton Neighborhood Association.

10. Create a variety of employment opportunities, including professional employment, which offer "family wage" jobs with fringe benefits.
Proposed by the Portland Development Commission. This objective is also consistent with language in the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 17, Long-Term Jobs & Employment Goals.

11. Develop policies and programs which assure that Albina community residents benefit significantly from jobs created through the City's economic development activities.
Proposed by the Portland Development Commission. This objective is consistent with language in the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 15, Long Term Business growth & Development Goals.

Job and Employment Objectives

1. Set clear goals for job creation and job placement in the area.
Proposed by the Portland Development Commission. This objective is also based on the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 21, Jobs & Employment Short Term Recommendations.

2. Identify methods of marketing the area to prospective employers based on the area's strengths. Consider the area's high quality labor pool and its status as an Enterprise Zone.
Proposed by the Portland Bureau of Planning.

3. Identify and develop job training programs expected to meet the future workforce demand.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 17, Jobs & Employment Action Plan Short Term Goals.

4. Develop community strategies that reduce unemployment and underemployment among study area residents and deliver needed training and support services, including job retention.
Proposed by the Portland Development Commission. This objective is also from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 17-18, Jobs & Employment Action Plan Short and Long Term Goals.

5. Identify programs that reduce illiteracy.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 17, Long-Term Job & Employment Goals.

Housing Objectives

1. Identify a strategy that encourages rehabilitation of sound housing, reduces displacement of existing households, and encourages replacement of unsound structures with higher density infill development, where appropriate.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 26, Short-Term Housing Goals. The language was modified at the suggestion of the Irvington Community Association and the Portland Development Commission.

2. Establish programs that encourage and support owner occupancy of housing, particularly for those presently residing in the area.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 26, Long Term Housing Action Plan. Language modified at the suggestion of the Portland Development Commission.

3. Set clear and realistic targets for the creation of new housing, the rehabilitation of existing housing and the amount of owner occupancy.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 27, Short-Term Housing Goals.

4. Encourage new higher density housing growth to locate near commercial and employment centers and strips, and near major institutions.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Other Land Use & Transportation Issue Areas. Language modified at the suggestion of the Portland Development Commission.

5. Preserve both historic resources and areas of sound, single-family housing.
   Objective proposed by the Bureau of Planning staff.

6. Increase housing development opportunities and assure replacement of housing potential lost through expansion of commercial, industrial and institutional establishments.
   Proposed by the Portland Bureau of Planning. This objective is consistent with new policies recently added to Portland's Comprehensive Plan by the City's Planning Commission.

7. Create attractive opportunities for those who work in the community to live in the community.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Institutional Land Use Issue.

8. Provide stable and safe housing opportunities near schools.
   This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 18 & 22, Jobs & Employment Action Plan Long Term Goals.

9. Reinforce the livability of residential areas by reducing nuisances and code violations.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 26, Short-Term Housing Goals.

10. Identify programs to improve the quality of affordable rental housing.
Proposed by the Portland Development Commission. This objective supports an objective in North/Northeast Economic Development Task Force's "Action Plan," (May 1989, page 26, Short-Term Housing Goals).

11. Reduce homelessness and foster the creation of affordable housing within the Albina Community.
Sugested by the Irvington Neighborhood Association.

Education Objectives

1. Identify and implement programs that reduce drop-outs and aid students in improving their performance in school.
Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 28, Education Improvement Action Plan.

2. Increase opportunities for the success of residents in the Albina Community Plan study area by reducing instances of drug and alcohol abuse, family violence and sexual abuse.
Proposed by the Irvington Community Association.

3. Identify community-based programs that aid parents in fostering the academic performance of their children.
Objective proposed by the Bureau of Planning staff.

4. Identify programs that provide positive social and recreational opportunities for youth.
Objective suggested by Irene Tate of the Vernon Neighborhood Association. Language modified slightly at the suggestion of the Portland Bureau of Community Development.

Public Safety Objectives

1. Increase public safety in the district, and assure that those living, working and visiting the district have their lives, property and human rights protected.
Language amended at the suggestion of the Portland Police Bureau.

2. Coordinate the development of the district plan closely with the Portland Police Bureau and incorporate community policing concepts into the plan.
Language amended at the suggestion of the Portland Police Bureau.

3. Reduce fear of crime in the Albina Community
This objective was originally suggested by Portland's Bureau of Community Development. The objective also supports language from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 31, Public Safety Action Plan.

4. Work to dispel negative image stereotypes of the study area and to promote positive aspects of the community.
Proposed by the Eliot Neighborhood Development Association.

Family Service Objectives

1. **Health/Dental Care:**
   a. Area health care providers should develop pre-and post-natel community outreach programs that serve all women and children in the community, especially those who historically have gone without these services. The outreach program developed should include measures assuring that all children are immunized and screened, at appropriate ages, for develomental problems.
   Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 34, Family Services Action Plan.

   b. Community organizations should develop a systematic parent education program that reaches every home and teaches parents how to positively enhance and nurture the total development of their children.
   Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 34, Family Services Action Plan.

   c. Public and private agencies, together with community organizations must identify gaps that exist in medical/dental care for residents of the study area. Programs should be created that fill identified gaps and provide information to community residents about medical/dental services available to community residents, regardless of their income.
   Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 34, Family Services Action Plan.

2. **Mental Health:**
   Assess the community's status and needs for mental health programs. Identify strategies, locations and resources for meeting the community's unmet mental health needs on a sliding fee scale basis.
   Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 34, Family Services Action Plan.

3. **Child Care:**
   Assure that comprehensive and affordable day and evening care services are available to working parents and parents who are in school or job training programs..
   Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 34, Family Services Action Plan.

4. **Drug & Alcohol Abuse Prevention:**
Create an education program that reaches study area youth ages 3-5 on the hazards of drugs and alcohol.
Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 35, Family Services Action Plan.

5. **Drug & Alcohol Treatment:**
Establish out-patient, residential and transitional drug and alcohol treatment facilities that meet the community's need for these services. These facilities should respond to the culturally diverse nature of the community's population and be available on a sliding fee basis that includes providing these services for free when appropriate. These facilities should be reviewed and continued based on their ability to demonstrate a sucessful track record in treating their clients.
Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 35, Family Services Action Plan.

6. **Teen Parenting Skills & Pregnancy Prevention:**
Identify and meet the need for programs providing family planning, pregnancy prevention counseling and parenting skills.
Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 35, Family Services Action Plan.

7. **Juvenile Counseling:**
Develop family counsiling services available to juveniles and/or their parents that teach coping skills and offer mentoring opportunities.
Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 35, Family Services Action Plan.

8. **Art, History & Culture:**
   a. Government and the private sector should work together to provide funding for art and cultural activities that assure ethnic art, history and culture are a part of Portland's daily life. A special effort should be made to involve children in these endeavors.
   Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 35, Family Services Action Plan.

   b. Establish Sister City relationships with Caribbean or African city that reflects the ethnic diversity present in Portland. Establish multi-cultural youth educational exchange programs with Portland's Sister Cities.
   Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 35, Family Services Action Plan.

9. **Community Empowerment:**
Community organizations should initiate a local conference that focuses on meeting family needs. This conference should result in development of plans that address the following issues:
- Parenting;
- Family/neighborhood caring and sharing enhancement;
- Assistance in locating positive family/community history sources;
- Expansion of church and community service outreach programs;
- Family/community self-esteem enhancement;
- Family goal setting;
- Family drug and alcohol abuse prevention; and
- Institutional networking skills.

Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 35, Family Services Action Plan.

10. **Other Family Services Objectives**
    a. Identify individuals and organizations that provide advocacy and assistance to community residents in need of social, medical and dental services.
    Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 36, Family Services Action Plan.

    b. Assure that social service agencies providing services to the residents of the Albina Community Plan study area have a mix of employees that reflect the ethnic background of those they serve.
    Objective drawn from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 36, Family Services Action Plan.

Urban Design Objectives

1. Plan and program public improvements and facilities to improve the area's identity and enhance the environment for those who live, work and play in the district.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Recreational & Public Improvements Issue Area.

2. Identify patterns for the design and placement of street furniture, traffic control devices and street improvements that are functional, improve the district's attractiveness and respond to the area's needs.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Recreational & Public Improvements Issue Area.

3. Identify district gateways and improve their appearance and function throughout the Albina Community Plan Study area. Include consideration of gateways at Broadway/Grand/King and at Vancouver/Williams/Killingsworth as well as other possible gateways identified during the planning process.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 12, Special Issues. Language was modified slightly at the request of the Kenton Neighborhood Association.

4. Preserve the architectural and cultural heritage of the Albina Community.
Added at the suggestion of the staff to the Portland Historical Landmarks Commission.

Informational Study Objectives

1. Collect and analyze information necessary to understand land use and population trends in the area.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Informational Issue Area.

2. Identify the number of housing units in the inner Albina Community Plan study area that are in need of rehabilitation, the number that need to be demolished, the number of in-fill opportunities that exist.
This objective is from the North/Northeast Economic Development Task Force's"Action Plan," (May 1989) page 26, Long Term Housing Action Plan. Language was modified slightly at the request of the Kenton Neighborhood Association.

3. Complete a housing market study that examines the range of demand for housing and identifies unmet housing needs.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 26, Long Term Housing Action Plan.

4. Identify ownership patterns and the causes of abandonment of housing in the district.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 25, Short Term Housing Goals.

5. Develop a clear picture of the regional investment market for office, retail, light industrial, institutional and residential development and identify possible strategies for enhancing the Albina area's competitiveness.
This objective is from the North/Northeast Economic Development Task Force's "Action Plan," (May 1989) page 11, Informational Issue Area.

6. Use recycled paper unless costs exceed 105% of the cost of using non-recycled paper.
Suggested by the Eliot Neighborhood Development Association.

Process

The Albina Community Plan will require a two and one-half year process leading to City Council review and adoption. The steps involved in preparing the Discussion Draft Plan and Proposed Plan and in Planning Commission and City Council review and adoption are similar to those used in the Central City Plan.

The Albina Community Plan project represents a significant effort, including several full-time staff. The long-standing issues in the study area make the thirty-month period a likely necessity to develop the community consensus and support necessary to identify and take advantage of opportunities to reverse disinvestment trends in the area.

The process for the development of the Albina Community Plan is designed to be fast and intensive. Close coordination with participating citizen groups is called for by the high degree of change in livability that is a potential outcome of this project. Assuring that these changes are positive and support the needs and the desires of the community is critical to the ultimate acceptance and success of the plan.

The planning effort is divided into four phases with some anticipated need for ongoing monitoring activities after the plan is completed. The four phases are assigned approximate time periods. However, staff intends to shorten these times where consensus in the community and the availability of resources allow. A graphic of the process is presented as **Figure II**.

Phase I

July 1989 through June 1990
Information Collection and Analysis:

Tasks

1. Begin discussions with community leaders, neighborhood and business associations and other interested parties or agencies.

2. Establish and maintain throughout the project a mailing list of those interested in or involved in the project who wish to be notified of review and comment opportunities.

3. Collect and review previous studies/documents and program expenditures in the area related to: economic development, housing, public facilities, crime prevention, and other improvements/services.

4. Prepare a discussion draft scope of work, study boundary recommendation, study mission, study objectives and work program. Review with community/business leaders and groups, with public and private agencies, neighborhood and business associations and the City Planning Commission.

5. Revise the scope of work and other products identified under 4, to reflect concerns raised and submit to the City Planning Commission.

6. Work closely on an ongoing basis with the Neighborhood Revitalization Management Panel, the Neighborhood Revitalization Technical Advisory Committee, all study area neighborhood and business associations and the North/Northeast Economic Development Task Force.

7. Identify major successes/failures and factors contributing to the success/failure of past planning efforts.

8. Conduct a land use survey of the land use study area and collect other information pertinent to a land use study and publish in the background document.

9. Brief City Planning Commission on the results of research activity.

10. Hold three community forums to present information on land use and transportation and seek the community's ideas on problems, opportunities and resources in the Albina community. The North/Northeast Economic Development Task Force will coordinate citizen involvement efforts for these workshops. The workshops will be co-sponsored by the Task Force and the Bureau of Planning. The following defines the co-sponsorship arrangement between the Bureau of Planning and Task Force:

    - Notice of district wide workshops will be sent by the Planning Bureau to both the Planning Bureau's and the Task Force's mailing lists.

    - Executive summaries of the Task Force Economic Development Plan and this process report will be included in the notice of the district wide workshops sent to both mailing lists. It is hoped that this information will aid interested parties to better understand the process and objectives of the planning effort.

    - The District wide workshops will be formatted to include discussion of the objectives of the Task Force's Economic Development Plan which were approved by the City Planning Commission in the process report. These objectives may be found in the Objectives section of this document.

    - The Bureau of Planning and the Task Force will continue to jointly seek a distinctive letterhead or logo that would provide familiarity and uniqueness to the plan.

- The Task Force will provide facilitators for the district wide workshops, the Bureau of Planning will provide, to the Task Force, names of individuals in the community who may be interested in acting as workshop facilitators.

- District wide workshops will be opened by a kickoff message from Commissioner Blumenauer, followed by opening remarks from representatives of both the Task Force and the Bureau of Planning. Additional presentations may be made by staff members of the Portland Department of Transportation.

- A press release announcing the workshops will be distributed to the media by the Bureau of Planning. Media contacted will include: Oregonian, Observer, African American Journal, Skanner, St. John's Review and Between the Rivers Newsletter.

- Notices will also be distributed, by the Bureau of Planning, to community calenders, neighborhood and business association publications.

- Public service announcements will be distributed to Portland radio and television stations and cable television calenders. Announcements will be distributed by the Bureau of Planning.

- Following the completion of the first three district wide workshops Bureau of Planning Staff and representatives of the Task Force will discuss the potential need for additional workshops prior to proceeding to drafting the Discussion Draft Plan.

11. Conduct workshops with area neighborhoods desiring a neighborhood plan as part of the Albina Community Plan effort and inventory ideas for action, preservation, problems and opportunities. These workshops should be co-sponsored by neighborhood and business associations. The association should assist in distribution of notices as well as participate in conducting the workshop with City staff.

12. Work with subcommittees established in each neighborhood to refine the workshop results into a first draft neighborhood plan. We expect this to require six to eight meetings over a six to eight week time period. Review these first draft plans with the general membership of each neighborhood at the close of the committee's work.

13. The Bureau of Planning will also implement an additional outreach effort to identify and involve targeted populations who may not participate in traditional citizen involvement opportunities. The Bureau's staff will keep the Task Force informed of these efforts and cooperate with the task force in seeking the participation of groups, such as youth and single family head of households, in which the Task Force shares an interest.

14. Conduct, in cooperation with the Portland Development Commission, a market analysis of the area including development of the site characteristics of classes of firms projected to be expanding or locating in the region over the next 20 years.

Albina Community Plan: Summary Work Program

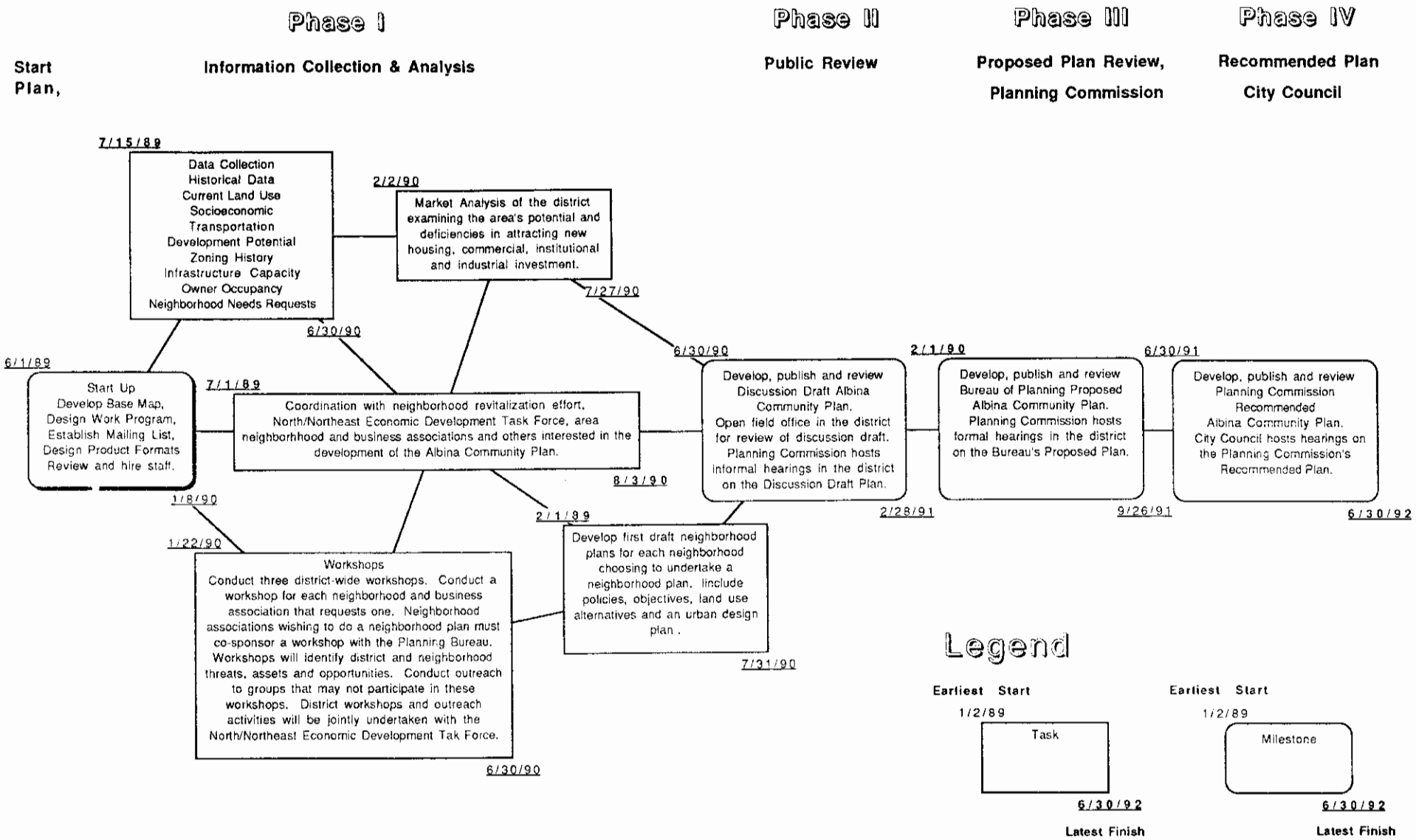


Figure II

Products:

- Revise and finalize study mission, goals, objectives and study sub-area boundaries;
- Background report containing results of historic research, inventory work, surveys and service deficiencies;
- Market analysis report (including significant findings and conclusions);
- Area resources poster, highlighting positive qualities of the study area with current land use information shown on the reverse side;
- Issues and opportunities report identifying key issues, market trends and site location concerns, trends and opportunities in the study area (based on results from the background report and market analysis);
- History report;
- Updated neighborhood base maps for those areas within the land use study area boundary.

Phase II
April 1990 through December 1990
Discussion Draft Public Review

Tasks

1. Based on the results of the research phase, develop a draft of study area and neighborhood goals and policies; include implementation alternatives.
2. Distribute report to bureaus and agencies for detailed review and comment on implementation alternatives through the Neighborhood Revitalization TAC.
3. Review report with neighborhood and business associations and with other interested and affected organizations in the study area, and conduct a public workshop on the report in the study area.
4. Develop a preliminary version of a discussion draft recommendations report, including alternative proposals, when appropriate. Include in the report proposals for goal and policy language, details of proposals for amendment to City zoning, a listing of capital and other proposals for action with priorities. Review this preliminary version of the discussion draft plan with representatives from the Task Force and study area neighborhood associations prior to finalizing the discussion draft and going to press.

5. Revise, publish and distribute Discussion Draft Albina Community Plan.

6. Maintain a field office in the Albina community to foster participation in the review and refinement of the alternative implementation proposals and the discussion draft plan.

7. Begin working with neighborhood associations that desire a neighborhood plan but who made this decision too late to participate in the phase one neighborhood plan development process. There are four neighborhoods that may pursue a neighborhood plan at this time; Concordia, Humboldt, Overlook and Vernon.

8. Brief Planning Commission on details of the content of the discussion draft plan.

9. Conduct three or more open forums on the discussion draft. These open forums will be cohosted by the North/Northeast Economic Development Task Force and the Bureau of Planning. The delegation of responsibility for these forums will be the same as for the district wide workshops conducted during phase one of the project.

10. Offer informational and discussion meetings to study area business and neighborhood associations to review with them the discussion draft.

11. Conduct three informal hearings in the district on the discussion draft plan. These hearings will be hosted by a sub-committee from the Planning Commission.

12. Hold two debriefing sessions with the Planning Commission to review the discussion draft plan and understandings derived from the workshops.

Products:

- Preliminary goal and policy proposal and implementation alternatives report;
- Discussion Draft Albina Community Plan.

Phase III

December 1990 through September 1991
Planning Commission Review of Bureau of Planning Proposed Plan

Tasks

1. Prepare and submit a preliminary Bureau of Planning recommended Improvement Plan to the Planning Commission with specific detailed implementation proposals and timing.

2. Review the preliminary Bureau of Planning recommendation with neighborhood and business associations, other interested groups, and affected public agencies.

3. Notify affected property owners, recognized organizations and interested individuals and groups of the scheduled availability of the recommendation report, and the Planning Commission's hearing schedule. Include in this notice a summary of the recommendations in the report and a map showing proposed changes in zoning, if any.

4. Revise, finalize and print final Bureau of Planning recommendation report.

5. Brief Neighborhood Revitalization Management Panel and TAC on the details of the recommendation report.

6. Conduct community outreach program to provide an opportunity for detailed briefings on the Bureau's recommendations to interested individuals and groups.

7. Conduct Planning Commission hearing process on the Bureau of Planning's Proposed Albina Community Plan.

8. Brief neighborhood and business associations, the North/Northeast Economic Development Task Force and other interested groups on the details of the Planning Commission's action.

Products:

- Bureau of Planning final recommended Albina Community Plan.

Phase IV

May 1991 through March 1992
City Council Review of Planning Commission Recommended Plan

Tasks

1. Send notice to those who participated in the Planning Commission hearings process of the City Council hearing schedule.

2. Notice to DLCD (Department of Land Conservation and Development) of proposals within the Planning Commission recommendation which are to amend the City's Comprehensive Plan and/or the Plan's implementing provisions.

3. Revise and republish the Albina Community Plan to reflect the action taken by the Planning Commission.

4. Conduct community outreach programs to provide an opportunity for detailed briefings on the Planning Commission's recommended Plan to interested individuals and groups.

5. Develop implementation ordinances and/or resolutions for Council consideration.

6. Brief members of City Council and their staff on the Planning Commission recommended plan.

7. City Council hearings and action on the plan.

8. Hearings on the Albina Community Plan by other agencies whose action is required to assure implementation of the plan's provisions.

Products:

- Planning Commission recommended Albina Community Plan;
- Adopting ordinances and resolutions.

Follow-up
March 1992 through June 1992

Tasks

1. Notify DLCD of final City Council action.

2. Revise and republish the Albina Community Plan reflecting the City Council's amendments, if any, and their adoption, plus the adoption action of other agencies participating in the plan's implementation.

3. Update the Comprehensive Plan support documents to reflect the adoption of the Albina Community Plan.

4. Provide follow-up in-depth briefings to interested groups and agencies affected by the plan.

5. Cull and archive the project's files and records.

6. Notify interested parties of the availability of the Adopted Albina Community Plan.

7. Coordinate the preparation and submittal to City Council of a budget for the first year's implementation agenda contained in the adopted plan.

Products:

- Final printing of the adopted Albina Community Plan;
- Updated Comprehensive Plan documents reflecting the adopted plan.

Study Area Boundary

The Bureau's budget description calls for the Albina Community Plan to include "all or part of seven neighborhoods"-Eliot, Boise, Humboldt, King, Vernon, Sabin, Irvington and Woodlawn. Others have proposed an "enterprise zone development plan" to cover an area including the neighborhoods listed above plus parts of Concordia, Sunderland, East Columbia, Kenton, Arbor Lodge and Overlook neighborhoods. There are advantages and disadvantages to including the enterprise zone area in the Albina Community Plan. To do so expands the scope and length of the public involvement process and the cost. Discussions with those interested in the problems of Inner North/Northeast Portland have focused on the smaller area.

Consideration of a possible light-rail alignment on N. Interstate Avenue requires that at least part of Kenton, Arbor Lodge and Overlook neighborhoods also be included. Areas like the Lloyd Center/Coliseum District and Columbia Corridor, which have recently had intense planning, may be best addressed through coordination rather than inclusion. Two boundaries are proposed to address these issues; a land use study area boundary and an impact area boundary.

The total study effort may include up to 13 neighborhoods. These neighborhoods are Kenton, Arbor Lodge, Overlook, Piedmont, Humboldt, Boise, Eliot, Woodlawn, Concordia, King, Vernon, Sabin and Irvington. Over the past months discussions have occurred with each of these neighborhoods about the purpose of the study and each neighborhood's participation in the effort.

This plan is an opportunity to resolve long-standing land use and capital improvement issues through a community-based process that balances business, neighborhood, institutional and other interests. A key ingredient in this process must be the active participation of the Albina Community.

Study Area Findings:

Recent Planning Studies

- The area north of Columbia Boulevard has recently undergone intensive planning. The Columbia Corridor Industrial and Environmental Mapping Project totally restructured land use designations and regulations in this area. City Council adopted the Columbia Corridor Industrial and Environmental Mapping Project on May 4, 1989.

- As part of their consideration of the Columbia Corridor Industrial and Environmental Mapping Project, the Portland Planning Commission called for reconsideration of zoning on the Marine Drive stock yards site, should that site not be selected as the location for the Portland solid waste transfer station. Metro has recently selected a different site for the solid waste transfer station. Funding has been committed to the Albina Community Plan project to allow this effort to address the land use issues arising from Metro's decision.

- The Willamette Greenway Update was completed in January of 1988. The update included reconsideration and adjustment of all greenway provisions along the river including Swan Island, Mocks Bottom, Albina Yard, Lower Albina and the Coliseum area.

- In 1986 the Swan Island, Mocks Bottom, Albina Yard and Lower Albina areas were rezoned as part of the Industrial District Rezoning Project.

- The Central City Plan represents the most comprehensive approach to planning in Portland to date. The plan, adopted in March of 1988 and effective on July 1, 1988, included the Lower Albina and Lloyd Center-Coliseum areas. The area south of Schuyler, west of 16th Avenue and north of I-84 is the Central City's Coliseum/Lloyd Center District. The area west of I-5 from the Fremont Bridge south to Broadway is the Lower Albina District. Extensive review of land use issues occurred as part of the Central City Plan for these areas.

- Presently an environmental planning effort is underway in the area north of Columbia Boulevard. Its boundaries run north to North Portland Harbor from Columbia, stop on the west at Martin Luther King Jr. Boulevard and extend to the east over to the Columbia Slough. The project is called the East Peninsula Environmental Management Plan.

- In 1987 the Council adopted a neighborhood plan for the Sullivan's Gulch Neighborhood.

Enterprise Zone

- The Enterprise Zone's northern boundary is Marine Drive.
- The Enterprise Zone includes that part of the Concordia Neighborhood that lies between Killingsworth and Columbia Boulevard east to 33rd Avenue.
- South of Columbia Boulevard, the western boundary of the Enterprise Zone lies roughly on N. Delaware Avenue.
- The Lower Albina District, including Albina Yard is within the Enterprise Zone.
- The southern boundary of the Enterprise Zone extends to N.E. Broadway.

Convention Center Renewal Area

- The new Convention Center Urban Renewal District extends south to I-84; east to N.E. 16th Avenue; west to the Willamette River; and north to Schuyler Street, except in the Eliot Neighborhood where it extends to Russell Street along Martin Luther King Jr. Boulevard and Williams Avenue.

Model Cities Area

- The Model Cities area included nearly all of the area of the Eliot, Boise, Humboldt, King, Vernon, Sabin, Irvington and Woodlawn neighborhoods.

Housing & Community Development Project Area

- The current project area includes all of the area of the Boise, Humboldt, Vernon and King neighborhoods. Roughly from Ainsworth on the north, to Weidler on the south, from I-5 on the west to 14th Avenue on the east. It also includes the portion of Eliot east of I-5, the portion of Sabin west of 14th Avenue and north of Prescott, and the portion of Concordia west of 33rd. Additionally, the area between I-5 and Interstate Avenue in the Overlook and Arbor Lodge Neighborhoods is part of the northeast project area.

Desires of Organizations Participating in the Planning Process

- The Kenton and Arbor Lodge neighborhoods have voted, at a general membership meeting, to urge the City to include all of their neighborhoods in the Albina Community Plan.

- The North/Northeast Business Boosters have requested a boundary that extends from the Columbia River, on the north, to Broadway Street on the south; from N.E. 33rd on the east to N. Peninsula and Greeley on the west.

- The Overlook Neighborhood has likewise taken action to include the entire neighborhood in the study but is willing to limit study of land use issues to those areas east of Greeley Boulevard.

- The Eliot Neighborhood Association has asked that the Lower Albina area, a part of Eliot, be included with that part of the study area, that will be considered the "Adjacent Impact Area."

- The North/Northeast Economic Development Task Force has requested a boundary that runs from the Columbia River on the north, to I-84 on the south; from N.E. 33rd on the east to Interstate Avenue on the west.

- In past years neighborhood planning has been requested through the neighborhood needs process by Eliot, King and Kenton.

Other Considerations

- Examining and comparing alternative possible alignments for the north-south light-rail corridor through the study area is a responsibility of this planning effort. Consideration of land use within one-half mile of each possible light-rail corridor is a necessary part of this comparison. With Interstate as the most western possible alignment and Martin Luther King Jr. Boulevard as the most eastern, the study area will need to extend from at least N. Delaware Avenue on the west to N.E. 14th Avenue on the east.

- During their consideration of the Columbia Corridor Industrial and Environmental Mapping Project the Planning Commission initiated a planning study for the stock yard site on North Marine Drive. This study was only to be initiated if the stock yard site was not selected as the location for the waste transfer station that Metro was seeking to locate. A different site for the transfer station was recently tentatively selected by Metro. The North/Northeast Business Boosters and Kenton Neighborhood Association have both requested that the stock yard site be included in the Albina Community Plan study area. Funding has been increased for the Albina Community Plan project to allow this study to be completed as part of the planning effort.

- Comprehensive Plan Policy 9.1, Citizen Involvement Coordination, calls for encouraging citizen participation by coordinating planning processes with community organizations and providing notice of planning proposals to neighborhood associations, business groups and affected individuals as well as the general public.

- Comprehensive Plan Policy 3.5, Neighborhood Involvement, calls for the active participation of neighborhood and business associations in decisions that affect them. The policy also calls for providing information to neighborhood and business associations that allows them to actively monitor the progress of planning projects.

- Title 3 of the Municipal Code of the City of Portland, Section 3.96.070, requires that City agencies include, as well as notify, neighborhood associations and district coalition boards in planning efforts which affect neighborhood livability.

Study Area Recommendation to the Portland CityPlanning Commission

Conclusions

1. Areas which have recently, within the last five years, been rezoned through an intensive legislative planning effort should not be considered for rezoning as part of the Albina Community Plan (with the exception of the area north of Delta Park where the zoning action included a requirement for additional study should the solid waste transfer station proposed for this area be built elsewhere).

2. The HCD project area and enterprise zone are both implementation programs that may be effective at addressing Albina Community issues. It is appropriate to include the entire area of both in the study area for the Albina Community Plan.

3. In comparing alternative light-rail corridors, all corridors should be examined using the same set of assumptions. These assumptions include the opportunity to remap zoning along alignments east of I-5. True comparability requires that remapping of zoning for alignments west of I-5 also be considered, at least within the area located within ten blocks of the Interstate Avenue corridor.

4. It is necessary to consider projects and programs that are needed to support the Albina community in adjacent and nearby employment centers.

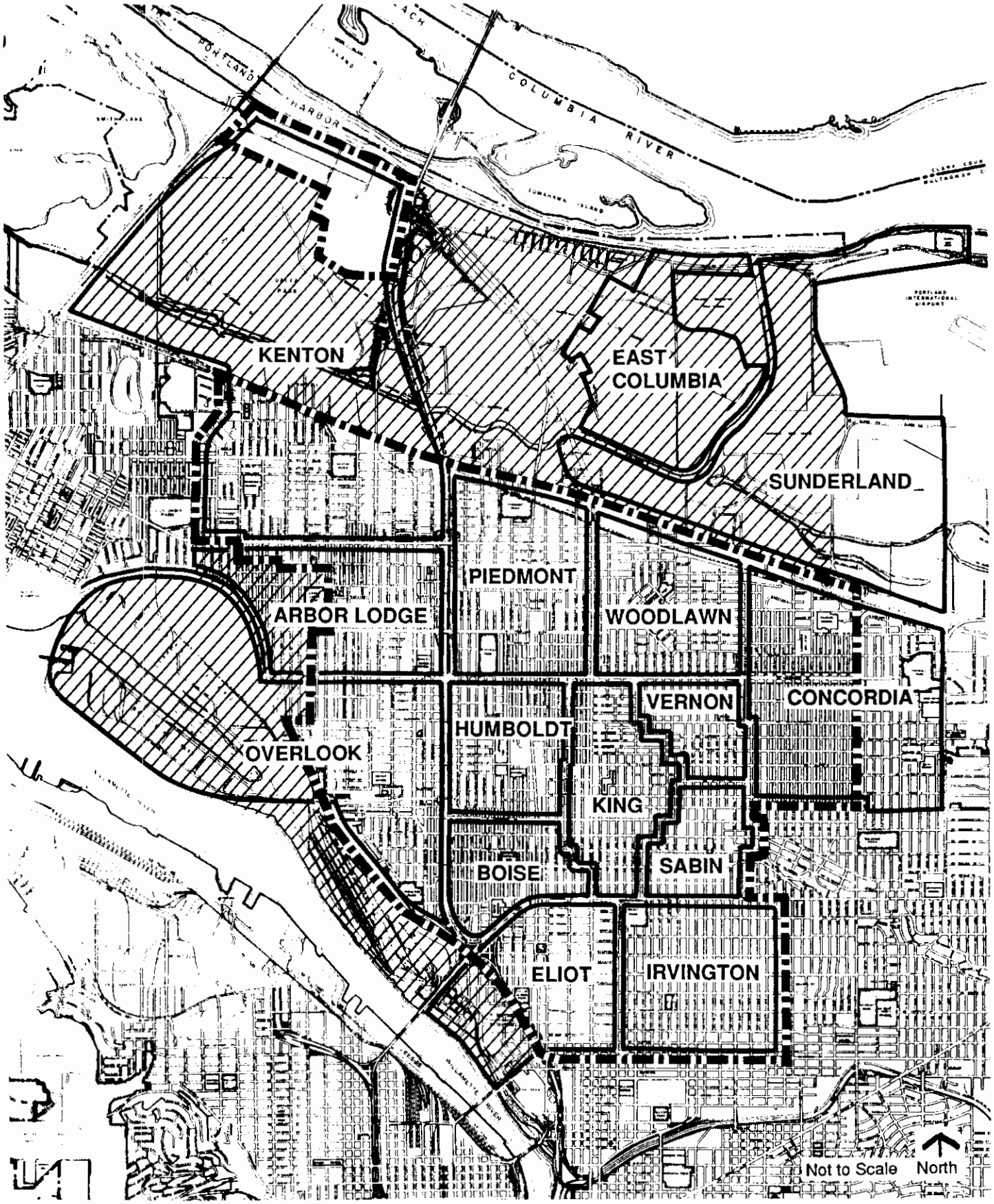
5. While it is important to consider the entire study area as a whole, it is also important that the planning process respect and reinforce the integrity of individual neighborhoods included in the study area.

6. The study area should include two sub-areas. The first of these will address land use issues. Within the boundaries of the land use study area for the Albina Community Plan reconsideration of comprehensive plan and zoning designations will occur. A larger area should also be included to assure coordinated planning with adjacent areas that impact or are impacted by the changes and proposals within the land use study area.

7. Areas included within the Central City Plan should not be within the Albina Community Plan land use study area.

Action

The approved land use study and impact area boundaries are shown on **Figure III**. The area included in the land use study boundary runs south of Columbia Boulevard to N.E. Broadway, west to Chautauqua, Delaware and Greeley, and east to 33rd north of Prescott Street. South of Prescott the land use boundary follows the eastern boundaries of the Sabin and Irvington Neighborhoods (approximately N.E. 26th Avenue). Additionally, the part of the Kenton Neighborhood north of Delta Park is also included in the land use study area. The impact area includes the remainder of the Kenton, Arbor Lodge, Overlook and Eliot neighborhoods, Albina Yard and the area north of Columbia Boulevard to North Portland Harbor between I-5 and N.E. 33rd Avenue.



Legend

- Land Use Study Area Boundary
- Neighborhood Association Boundary
- Impact Area

Albina Community Plan
Bureau of Planning City of Portland

Figure III
STUDY AREA BOUNDARIES

Background Report

One of the first products to be produced as part of the Albina Community Plan will be a background report. The background report will be a composite of factual information necessary to understand the Albina Community Plan area. The background report will focus on the land use study area in the tabulation of information that must be collected in the field. This information will include current land use, location of vacant buildings and the condition of structures. Other information will be collected and presented for both the land use and impact study areas. This information will include current zoning, Arterial Street Classification Policy designations, and location of public open space.

More specifically the data collected will include:

- Current land use;
- Land use changes since 1976;
- Boundaries and physical products and adopted actions associated with past planning and renewal area efforts, including Model Cities;
- Locations of community facilities including public open space, fire stations, libraries, schools, neighborhood facilities and churches;
- Current Comprehensive Plan designations and zoning, including the location of industrial sanctuaries;
- Zone change activity and other land use cases since 1981;
- Location of uses that are currently not in conformance with existing zoning, including those made "pre-existing," by the Comprehensive Plan;
- Ownership patterns, size, location of ownerships and assessed value;
- Historic resources and possible historic districts as identified in the City's Historic Resources Inventory;
- Status and location of current water and sewer lines;
- Housing owner-occupancy rate by neighborhood;
- Recent crime statistics by police patrol district;
- Street lighting pattern and the location of special street lighting districts;
- Most recent traffic counts;

- Location of truck routes and truck districts;
- Socioeconomic information for 1950, 1960, 1970, 1980 and indicators of change since 1980; and
- Location and frequency of existing transit lines.

Not all information collected will be included in the background report. However, all information that may be cost-effectively presented in this manner will be included.