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Hosford-Abernethy Neighborhood Plan

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HOSFORD-ABERNETHY NEIGHBORHOOD PLAN

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**PSU COMPREHENSIVE PLANNING WORKSHOP
SPRING 1986**

HOSFORD-ABERNETHY NEIGHBORHOOD
DRAFT LAND USE PLAN

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Prepared by:

Comprehensive Planning Workshop
Masters of Urban Planning Program
Portland State University
Spring, 1986

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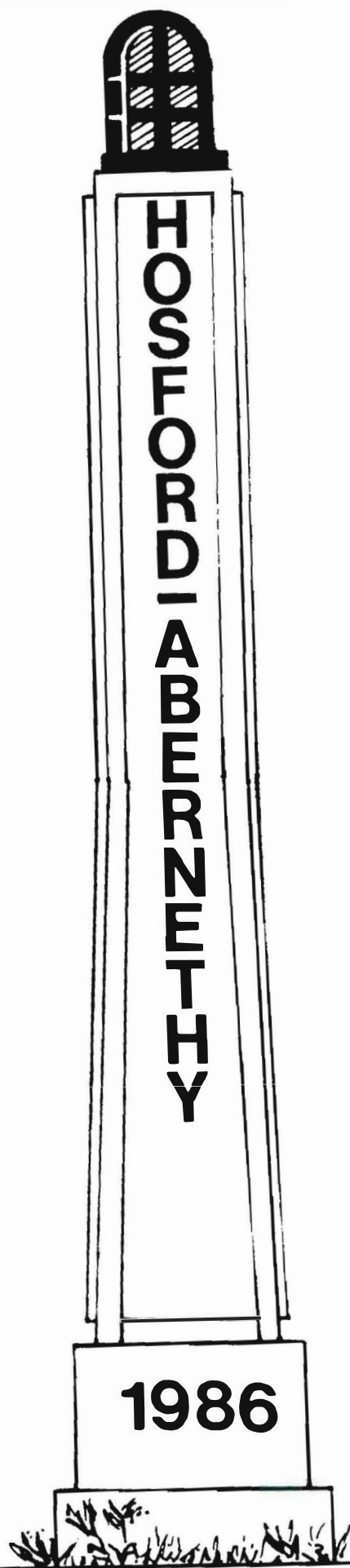
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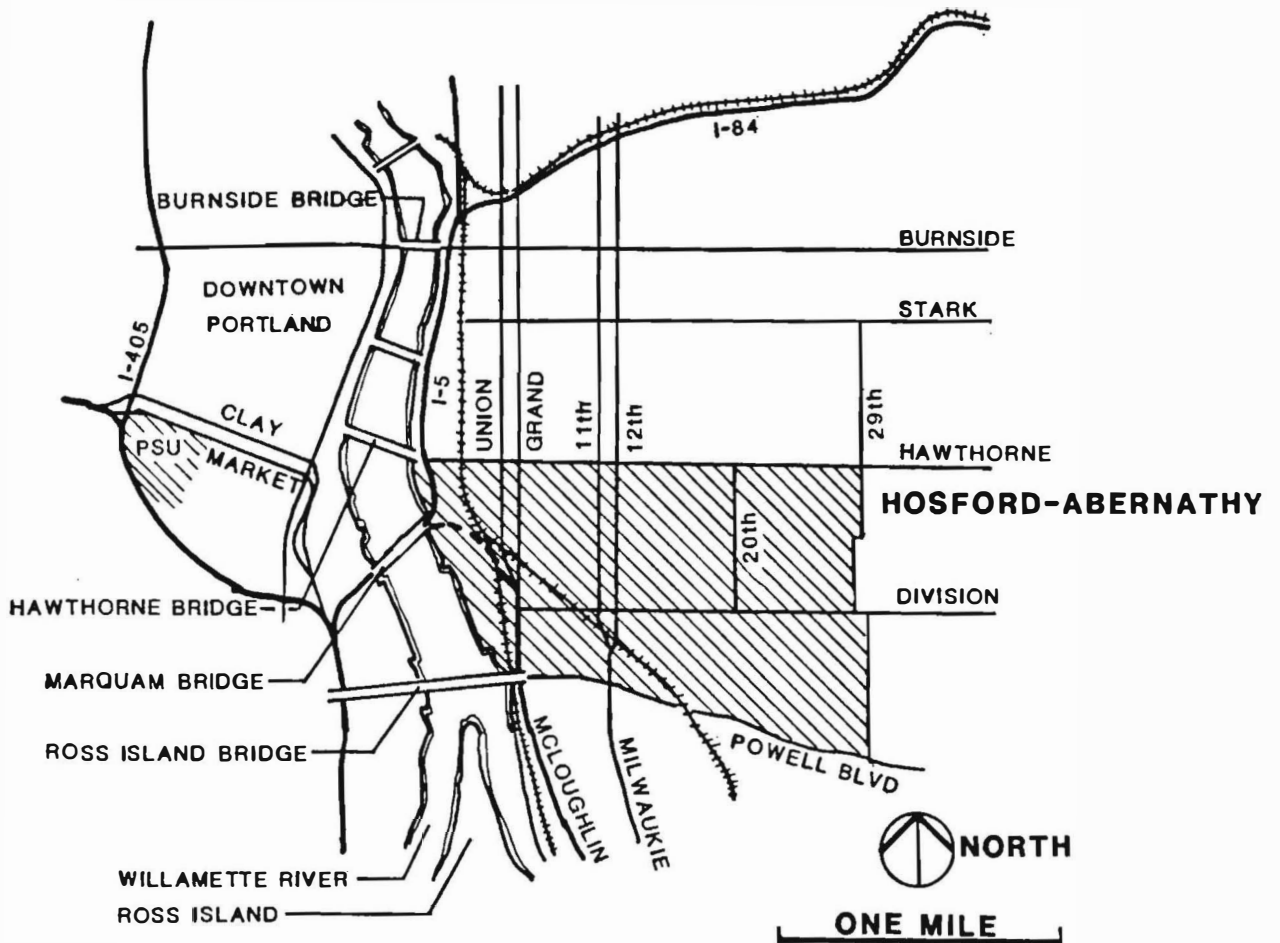
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**HOSFORD
ABERNETHY**

1986

INTRODUCTION



VICINITY MAP

This draft of a comprehensive land use plan for the Hosford-Abernethy Neighborhood was produced by 15 Portland State University students as part of our Comprehensive Planning Workshop for Spring term, 1986. The Hosford-Abernethy Neighborhood Association asked us to compile this document to provide a basis for comment and public discussion in their preparation of a final land use plan.

The Association has received a grant from the Oregon Community Foundation to prepare their neighborhood plan. When completed, it will serve as a policy guide when evaluating land use issues that will affect the neighborhood's future. Eventually, they hope to have it adopted by the Portland City Council and have it become part of Portland's Comprehensive Plan.

Preparing this draft involved several months of collecting secondary data and interviewing residents, business owners, and members of community organizations about what they saw as the problems and strengths of the neighborhood. Some of the issues that were researched include: future development in the Central Eastside Industrial District, traffic on local streets, preservation of housing in residential areas, the lack of parking and the need to improve the attractiveness of neighborhood commercial areas.

There is a separate section on each of the major land uses in the neighborhood: industrial, commercial and residential. Generally, these uses occupy different locations in the neighborhood. Detailed findings, policies and strategies are set out for each use in the three sub-areas of the neighborhood, although there is some overlap. One of the overall purposes of this draft plan is to suggest ways that these three uses can exist in harmony and be mutually reinforcing.

LOCATION

The Hosford-Abernethy Neighborhood is located in the inner-southeast part of the City of Portland, Oregon. The boundaries of the neighborhood include the Willamette River to the west, SE Hawthorne on the north, SE 29th Avenue on the east and SE Powell on the south. The neighborhood contains 787 acres of land including about 4700 feet of river frontage. The river is crossed by three bridges within the neighborhood: the Ross Island, the Hawthorne and the Marquam. The Marquam Bridge is elevated over the east bank of the river and does not presently permit traffic into the neighborhood. The Hawthorne and the Ross Island Bridges allow traffic into the neighborhood at the northwestern and southwestern extremes, respectively, of the neighborhood.

LAND USE

The Hosford-Abernethy Neighborhood contains a variety of land uses. Within its boundaries are found a range of residential, commercial and industrial uses. These are usually separated from each other but, in some cases, are mixed together in the same area.

Residential areas such as Ladd's Addition and Colonial Heights are predominately single family, detached houses, most of which are owner occupied. Other residential areas exhibit a greater diversity of housing types and densities, often mixed with commercial or light manufacturing activities.

Commercial areas in the neighborhood are located primarily along the most heavily traveled streets. The primary commercial streets include: SE Powell, SE Division, SE Hawthorne and SE 11th. The neighborhood also includes a number of small neighborhood markets and shopping areas. Examples of this type of area include the market on Ladd's Circle and the cluster of shops around the intersection of SE Clinton and SE 26th streets. Both the small neighborhood markets and the commercial establishments along the heavily traveled streets are primarily small business operations with the owner being actively involved in the business.

The western portion of the neighborhood is mainly occupied by industrial and light manufacturing firms. This includes a couple of river dependent industrial operations located on the Willamette River. Other industrial area land uses include wholesale distribution, warehousing, dairy supplies and processing, box productions and other miscellaneous types of general manufacturing and supply businesses.

In the industrial area single family residences can be found in isolated locations. An example of this is 'Firehouse Row', a collection of five Victorian houses adjacent to an old brick firehouse. In other instances, individual house lots can be found that are surrounded by a variety of commercial and/or industrial land uses.

In several areas throughout the neighborhood the mingling of residential and light manufacturing or wholesale activities give a general uncertainty to the direction of future land use patterns, raising questions about the compatibility of these different land uses.

NEIGHBORHOOD HISTORY

The Hosford-Abernethy neighborhood is named after its two public schools. It was officially established as a Portland neighborhood in 1973. First settled in the mid-nineteenth century, its present pattern of development and arrangement of land uses is a product of its 130 year history.

The area that now makes up the neighborhood became a part of East Portland, a small river town on the Willamette, when it was incorporated in 1870 by James B. Stephens. Much of East Portland was part of Stephen's Donation Land Claim and other holdings which covered the area from Stark Street to Division Street, and 20th Avenue to the river.

Stephens was one of the neighborhood's first residents and property owners. The large two story house that he built in 1860 is still standing and is Hosford-Abernethy's oldest home. It was originally located at the foot of Stephens Street, and was moved in 1902 to its present location at 1825 SE 12th Avenue.

In the 1870's, East Portland was still only partly urbanized, with only a small amount of industrial and commercial activity along the waterfront, and farms and orchards covering the landscape to the east. What is now the Central Eastside Industrial District was the site of the Oregon Central Railroad lines. Construction of this line began in 1868, linking Portland with California and communities to the south. Many industries grew up along its tracks, including flour and lumber mills, shipping facilities, metal smelting and foundries.

With the opening of the Morrison Street Bridge in the late 1880's, and the introduction of horse and steam car lines, East Portland began to grow rapidly. The Willamette Bridge Company ran a horse car line down Grand Avenue where a central business district had become established. One of the earliest

steam car lines in the Hosford-Abernethy was the Mount Tabor Railroad, which ran the length of Hawthorne to 55th Avenue, spurring residential and commercial development along its route.

The opening of more bridges across the Willamette, including the Madison Street Bridge in 1891, at the site of the present day Hawthorne Bridge, and the expansion of a growing network of street car lines forged East Portland and Portland into one community. In that same year, Albina, Portland, and East Portland were consolidated into a single city and the east side communities became Portland's early suburbs.

Now that Portland residents no longer needed to live within walking distance of where they worked, land farther from the river's edge became subdivided for residential development. Also, in 1891, William Ladd platted his Addition on a piece of Stephen's Donation Land Claim, which he purchased in 1877. After a trip to Washington and other eastern cities, Ladd was inspired by the developing City Beautiful Movement to create a unique subdivision with a radial street design¹.

Ladd's death in 1893 and a recession at the turn of the century, kept much of the addition from being developed until the 1920's. By 1925, it was almost completely built up and equipped with the finest amenities of the period, including sidewalks, paved streets, water, gas, electricity, and street trees.² Ladd's Addition has remained intact since those days, and is one of the neighborhood's most pleasant, and stable residential areas.

Other residential areas were developed and commercial strips grew along the street car lines, now operating on electric power, during the first three decades of this century. The Portland Railroad Light and Power Company, which bought out a number of earlier companies, ran lines along Hawthorne and Clinton Streets, Grand, 11th and 12th Avenues, and Powell Boulevard. Most of the commercial activity in the neighborhood is still located along these routes. By the 1930's, most of Hosford-Abernethy had developed, with the majority of today's housing built before 1940.

Since 1950, the neighborhood has suffered both the loss of population and housing units, as have all of Portland's central neighborhoods. During the 1960's, plans to build the Mount Hood Freeway along Clinton and Division Streets caused a number of residents to sell their homes to the State Highway Division, and created serious concern among remaining residents about the future liveability of this part of the neighborhood. By 1974, plans for the freeway were dropped, partially in response to the organized opposition of Southeast Portland residents.

During the 1970's and 80's, the neighborhood and City have worked together to preserve Hosford-Abernethy's past. In 1977, Ladd's Addition was designated a Historic Conservation District, and a neighborhood group, Ladd's Addition Conservation District Advisory Council (LACDAC), has been holding rehabilitation workshops, conducting walking tours and drafting design guidelines to preserve this historic area. A number of other buildings and clusters of homes throughout the neighborhood have also received historic designations from the City of Portland.

Also, during the past fifteen years, neighborhood residents and the local business community have been working to maintain and improve Hosford-Abernethy by engaging in a number of organizing and planning endeavors. In 1974, residents participated in the development of the Southeast Plan, a citizen sponsored planning effort aimed at prompting the City to focus attention on improving their neighborhoods. The Hosford-Abernethy Neighborhood Association was also organized in the 1970's. Participating in Housing and Community Development efforts, the Central Eastside Industrial Council and neighborhood business associations have also demonstrated the commitment of the residents and the business community to promoting Hosford-Abernethy as an attractive place to live and work.

CURRENT PLANNING EFFORTS

Two current planning efforts have the potential to alter the future of the industrial area of the neighborhood. The first of these is the Central Eastside Revitalization Program. The Program recognizes the Central Eastside Industrial District (CEID) as an area within Portland which has unique industrial attributes and special problems. The Program identifies the need for stability in the district and promotes development and revitalization in the CEID business community. A significant portion of the CEID is located in the neighborhood although it extends north beyond the neighborhood boundaries.

The second effort, the Central City Plan, is still in the development process. It is intended to create a public policy framework for the future of Portland's central city development. As currently designated, the portion of the neighborhood west of SE 12th is within the Central City Plan area.

FUTURE DEVELOPMENT IN HOSFORD-ABERNETHY

Portland General Electric is currently developing a

proposal for a major office and retail complex on the site of the unused Station L generating facility. The site borders the east bank of the Willamette River and stretches from the Marquam Bridge on the north to Lone Star Industries (near the Ross Island Bridge) at its southern end.

Public review of the Station L proposal may begin as early as the summer of 1986, allowing citizen input on such issues as public river access and the fate of the old generating structure. If approved, the project is expected to provide at least some public access to the riverfront from the site.

Another possible future development, on a long-range time frame, is the relocation of the East Bank freeway. Although it is not a formal proposal, there has been discussion of relocating Interstate 5 from its present corridor between the Marquam Bridge and Interstate 84 to a parallel position between SE 8th and 9th Avenues. This would create increased access to the Willamette River, opportunities for new private development and possibilities for providing new public open space areas. Interest in this relocation project is a result of the scheduled replacement of the existing East Bank freeway during the next thirty years.

DEMOGRAPHIC PROFILE

The examination of Census Data from 1970 and 1980 reveals that demographic changes common to most of Portland's older neighborhoods are also occurring in the Hosford-Abernethy. The most significant of these is the overall decline in population. Hosford-Abernethy lost nearly 1000 residents during the decade, going from a population of 8,315 in 1970 to 7,381 in 1980.

Also significant is the change in the age composition of the neighborhood's population. The greatest decrease occurred in the under 18 age group. There were 734 fewer children and school age adolescents in 1980 than 1970. The decline in numbers of people in other age groups is slight, which suggests that the population is aging and that few families with children are moving into the neighborhood. The decline in the number of married couple households by 386, from 1672 to 1286 is also indicative of this trend. The average age of Hosford-Abernethy residents (31.3 years) is slightly higher than that of the city as a whole (30.9). There has been, however, a decrease of 113 people in the over 65 age group.

While the population has decreased, the number of households in the neighborhood has increased by 85, grown 3,174

in 1970 to 3,259 in 1980. This has been accompanied by a decrease in the average household size from 2.54 in 1970 to 2.25 persons in 1980. The increase in one person households from 1,064 in 1970 to 1,151 in 1980 reinforces the proposition that households within the neighborhood are becoming smaller but more numerous.

Accompanying this trend has been a decrease of 102 owner occupied housing units, and an increase in renter-occupied housing units of 187. This increase in the number of renter-occupied units and smaller households is consistent with trends in other inner city Portland neighborhoods.

Census data on race at the neighborhood level is incomplete for 1970. What can be inferred from looking at the limited data available is that the white population of the neighborhood has decreased as has the small black population, while the small Asian population has increased. Currently, the racial composition of Hosford-Abernethy is 87% white, 2% black, 8% Asian and 3% other. There are fewer blacks and more Asians in the neighborhood than in the City as a whole making Asians numerically the most significant minority group.

Economically, the residents of Hosford-Abernethy are better off than those of surrounding neighborhoods except for the Richmond neighborhood. The median income in Hosford-Abernethy was \$14,740 in 1980. This is about the same as that for Portland as a whole at that time. The percentage of residents below the poverty level was 13% which is similar to the citywide level and lower than that of the adjacent Buckman and Brooklyn neighborhoods.

The percentage of owner-occupied housing approaches that on Portland's average and the median value of owner occupied units is higher.

A population projection done by Workshop students predicts that the population of the Hosford-Abernethy neighborhood will decline slightly over the next twenty years. A linear growth model, using present growth trends, projected that the population within the neighborhood will decline by 148 persons by 1990 and by an additional 101 by 2005. Given a reasonable error factor and the uncertainty as to the course of future events within the community, these decreases in population should be seen as being marginal. Given reasonably predictable circumstances, the neighborhood could actually see a small increase in population rather than the predicted small decrease.

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METHODS

DATA COLLECTION METHODS

PURPOSE: The Comprehensive Planning Workshop Class did some primary data collection, as well as gathering data from secondary sources, in preparing this draft plan. The students conducted a survey of neighborhood residents and a land use inventory. These studies were undertaken to allow the students to become familiar with the people and physical environment of the Hosford-Abernethy neighborhood.

Local business people and their business organizations, members of the Central Eastside Industrial Council, local school officials and clergy from neighborhood churches were also contacted about their perceptions of their areas. Their responses were taken into account when formulating the issues, policies and strategies for the Neighborhood Plan.

A land use inventory was done to provide the Class with an accurate, up-to-date picture of the geography of land uses in the neighborhood. The last inventory of the entire neighborhood was done by the Bureau of Planning in 1977 as part of a city-wide planning effort.

NEIGHBORHOOD SURVEY: To help determine what the residents saw as the important issues in the neighborhood, a systematic random sampling was conducted of 75 neighborhood residents. Students interviewed the given number of residents, randomly scattered throughout the residential area of the neighborhood. The residential area was divided into 15 sub-areas and five residents were contacted by workshop students in each area. Residents were asked five standard questions. They were queried about their likes and dislikes about the neighborhood, how long they had lived there, what they would like to see changed in the future and what they would like taken into consideration in a neighborhood plan.

SURVEY RESULTS: Here is a brief summary of the results of the survey. When residents were asked what they liked most about living in the neighborhood, they said that it was convenient, close to downtown and local shopping and that it was green and quiet. Frequently mentioned, also, was that people in the neighborhood were friendly and made good neighbors. When asked what they disliked about living in the neighborhood, the most common responses were crime, speeding traffic and high volumes of traffic, noise and lack of housing maintenance in some areas. Obviously, responses varied from area to area, but overall, residents indicated a high degree of satisfaction with the neighborhood as a place to live.

When asked about what changes they would like to see in the future, residents most often said that they would like to see solutions to traffic problems, more maintenance of homes and yards, more police protection and a park.

Lastly, when asked what they would like to see considered in a neighborhood plan, residents mentioned:

- * Provision of more parking, including off-street parking
- * Better signage to control traffic
- * More parks, community gardens and street trees
- * Better maintenance of homes and yards
- * Better police protection
- * More street lighting

Few neighborhood residents were aware that a neighborhood planning process was going to be produced in the near future indicating the need for extensive outreach to be done by the Neighborhood Association before preparing the final plan.

Representatives from local businesses, industries, schools, churches and community groups were interviewed at different points in the preparation of this draft plan. Input from the commercial, industrial and institutional sectors of the neighborhood should be encouraged so that the final plan proposal takes into consideration differing viewpoints.

LAND USE INVENTORY: The land use inventory was conducted by eight workshop students and covered the entire neighborhood. A block by block visual survey was done and the location of industrial, commercial and institutional uses were noted as were vacant land, parks and school grounds.



INDUSTRIAL

INTRODUCTION

The industrial portion of the Hosford-Abernethy Neighborhood consists of the area west of SE 12th Avenue and south of the Southern Pacific Railroad main line to SE 17th Avenue. Along with warehousing, wholesale distribution and light manufacturing, the industrial area contains several heavy industrial uses whose operations are confined to the southwestern part of the neighborhood in what is called the Southern Triangle Heavy Industrial Sanctuary. This includes Ross Island Sand and Gravel, Lone Star Industries and Darigold.

Industrial uses originally located in this area because they were river-dependent and because some needed proximity to downtown Portland and to the regional transportation system. The availability of railroad access and river transportation as well as more recent accessibility to freeways and highways also played a key role in the industrial development in the area. These transportation alternatives allow multi-modal shipments that are essential to some types of businesses.

Currently, there are a number of issues concerning the industrial area. Questions have been raised about the area's future development by both the neighborhood residents and business and property owners. Concerns include conflicts between industrial and residential uses, public access to the riverfront, under-utilization of industrial land, transportation problems within the area and their spill-over effects in residential areas, and the future of the industrial area as a vital link to Portland's overall economy.

GOAL: Support and enhance industrial uses while encouraging new development which provides greater public access to the waterfront.

ISSUE #1: Public access to the Willamette River.

FINDINGS:

- * The urban waterfront is a scarce public resource.
- * The Willamette Greenway Plan supports public use of the riverfront.
- * The potential of the river as a neighborhood amenity is presently unrealized.

- * Sections of the riverfront are still in use for river-dependent industries.
- * The Lower Willamette River Plan would limit riverfront industrial uses to the area north of the Broadway Bridge.

POLICY #1: Provide opportunities for public access and use of the riverfront.

STRATEGIES:

1. Develop a bicycle and pedestrian corridor from the residential area to the river providing a safe and direct path to the riverfront. Clay Street should be improved for bicycle and pedestrian use to reduce conflict with motor vehicles. This would require limiting or eliminating on-street parking along SE Clay. Special paving materials or landscaping could be used to develop an identity for the street as a route that leads to the river.

Another street which could be developed as a bicycle and pedestrian corridor is SE Division Place. Currently, this street passes through a heavy industrial area and dead ends at the river. In a long-range plan, however, the street has the potential to link the residential portions of the neighborhood to the river.

2. Follow the guidelines of the Willamette Greenway Plan. An opportunity to use this will come with the Station L proposal. Public review of any plan is required before the project can be approved. A greenway setback of at least twenty-five feet is required of all uses which are not river-related or river-dependent. It is appropriate to ask for more than the minimum setback.

A fifty foot setback would make it possible to have room for picnic tables, play areas and special landscaping. This would be in addition to the requirements for path development and landscaped buffers.

For riverfront amenities, it may be desirable to request a public beach area, a dock for fishing and boating, and a small watercraft launch ramp. These would allow a wide range of river activities in close proximity to the neighborhood.

3. Acquire land along the river edge. The Park Bureau currently has a priority the acquisition of riverfront

property. The possibility of purchasing river easements or requesting land donations should be explored.

ISSUE #2: Transportation access and circulation through the industrial area.

FINDINGS:

- * SE Grand and SE Union Streets are near capacity at rush hour on weekdays.
- * More intense land uses will increase pressure on current traffic patterns and congestion on local service streets.
- * The intersection of SE 11th - SE 12th - SE Clinton-SE Milwaukie with the Southern Pacific Main rail line is dangerous and causes traffic problems to spill over into adjacent residential areas.
- * Internal street system contains several dangerous and confusing intersections. Entry on to SE Grand at SE Harrison and several entries onto SE Division Street are difficult. Several stop signs require stopping on actively used railroad tracks.

POLICY #2: Improve access to and through the industrial area in a manner which increases traffic safety and transportation efficiency.

STRATEGIES:

1. Encourage the construction of the currently proposed I-5 off-ramp which will connect with McLoguhlin Boulevard.
2. Request greater use of traffic control devices to reduce high speeds where cross-traffic visibility is restricted. These would be especially effective along SE Division Street between SE Harrison and SE Division Place.
3. Develop alternative traffic solutions to the SE 11th-SE 12th - SE Clinton - SE Milwaukie intersection to allow better traffic movement. Include in this solution landscaping and noise buffers to reduce spill-over traffic sounds into the nearby residential area.

ISSUE #3: Under-utilized land in the industrial area.

FINDINGS:

- * Over fifty acres and some railway lines presently lie idle.
- * There is potential for increasing employment opportunities for residents of nearby residential areas.
- * Limited shapes, sizes and dimensions of land parcels hinder the expansion of existing businesses and prevent the locating of larger firms.

POLICY #3: Intensify industrial use of the area to better utilize urban land and to take advantage of existing infrastructure investments.

STRATEGIES:

1. Encourage the Portland Development Commission to evaluate the feasibility of parcel assembly, consolidation and superblock formulation. The creation of superblocks could provide opportunities for industries to expand or for larger firms to locate in the industrial area.

2. Form a stronger buffer between the industrial and residential areas. This is especially crucial on SE 11th Avenue and east of SE Division Street on SE 14th, SE 15th and SE 16th Avenues. Land consolidation could enable a re-focusing of industrial activity away from residential areas and back toward strictly industrial and light manufacturing areas. The closing of streets between the two areas could limit infiltration of industrial traffic into residential areas.

3. Develop an overlook west of the SE Harrison - SE 3rd - SE Division Street intersection as a neighborhood view point of the Willamette River and Downtown Portland.

4. Preserve view corridors between existing and future buildings on the Station L site.

ISSUE #4: Future of industry in the industrial area.

FINDINGS:

- * The industrial area in the neighborhood is part of the Central Eastside Industrial District (CEID).
- * The CEID is primarily a manufacturing/distribution district made up of small businesses. Most of the heavy industry located in the district is found within the sub-district known as the Southern Triangle Heavy Industrial Sanctuary.
- * Parts of the industrial area have poor or limited access to the area's transportation system.
- * Conflicts occur between noisy industrial uses and nearby residents.
- * Conflicts occur in some parts of the industrial area between large trucks having to load and unload freight on narrow streets and other users of the streets.
- * The cost of land in the industrial area is generally low relative to other industrial areas in the Portland Metropolitan region.
- * Proximity to downtown Portland increases the visibility for some industrial users such as cement mixing and delivery, wholesale deliveries, etc.
- * Land for river-dependent industries is in short supply in the region.

POLICY #4: Respect the long-term role that established industries have in generating economic activity and providing employment while promoting increased diversity in business opportunities throughout the industrial area.

STRATEGIES:

1. Support viable firms operating within and markets with impact or performance zoning.
2. Maintain the Southern Triangle Industrial Sanctuary for heavy industry.

3. Require design review of new buildings to the scale and character of sub-areas within the industrial area.

4. Encourage Zoning and Comprehensive Plan Changes that support the Station L proposal.



COMMERCIAL

INTRODUCTION

Commercial uses are located on the arterials and collector street in and around Hosford-Abernethy. There are also several small neighborhood market nodes scattered throughout the neighborhood.

Many of the neighborhood businesses are located in buildings that date back to the early 1900's. Some new commercial buildings are not in keeping with the scale and character of these older commercial clusters. Others, such as the new Ladds 7-11, have been designed to be compatible with the surrounding neighborhood.

The aim of the following proposals is to improve the business climate for commercial establishments in Hosford-Abernethy enhancing the character of the neighborhood.

GOAL:

To provide employment and convenient shopping in the neighborhood by promoting a healthy and attractive commercial environment for small business clusters which reinforce the scale and character of the surrounding residential areas.

Issue #1 - Customer Parking

FINDINGS:

- A) Adequate parking is not provided in some commercial areas. This is the situation primarily around older buildings, along SE Hawthorne and SE Powell, built prior to requirements for provision of off-street parking.
- B) Adequate parking is necessary for the success of businesses.
- C) Siting and designing of parking areas must be done carefully to assure proper location, positive visual impact, prevention of interference with traffic patterns and creation of disturbances to surrounding residential and business areas.
- D) On-street parking spaces provides the only available parking for many of the businesses along SE Hawthorne, SE Powell, and SE Division.

- E) Curb-side parking on SE Division creates traffic flow problems.
- F) High levels of traffic on SE Hawthorne, SE Division, and SE Powell form barriers to left turns and pedestrians. This poses problems for sharing of cross street parking as well as limiting access to businesses on opposite sides of the street.
- G) Cooperatively developed new lots or sharing arrangements for existing lots offer the following advantages:
 - * Most small businesses cannot afford to provide for their individual needs.
 - * Constructing shared parking areas for several small businesses will require less land, be more cost effective and and be less disruptive visually. They will have less negative impact on traffic circulation than a number of small lots.
 - * Shared parking on existing lots can take advantage of an existing underutilized resource.
 - * Co-op and shared parking lots reinforce more clustering of businesses making shopping more convenient. They will diminish the strip development character of the commercial streets.
 - * Co-op and shared parking lots allow businesses with different hours to share a single resource.

POLICY #1: Provide new and improve utilization of existing parking in a manner that is in keeping with the scale and character of the neighborhood.

STRATEGIES:

1. Preserve on-street parking on SE Hawthorne, SE 11th and SE Powell and around the small neighborhood markets.
2. Preserve traffic capacity on SE Division by requiring all new and existing businesses along SE Division to provide off-street parking.

3. Landowners in the areas of existing business clusters should cooperatively acquire land and develop new parking lots where deficiencies exist.

4. In areas where existing underutilized parking areas are found, individual businesses or groups of businesses would work out sharing arrangement with the owner.

POLICY #2: Reduce the need for automobile parking by encouraging the use of other transportation modes and shopping methods.

STRATEGIES:

1. Install bicycle parking racks at existing businesses and strictly enforce requirements for provision of bicycle parking at new businesses.

2. Local merchants should encourage people to shop by bus by offering discounts and/or free bus tickets.

3. Provide free or low cost delivery services for customers who shop from home or use bicycles or buses to shop.

4. Provide pedestrian activated crossing signals to improve pedestrian access to businesses.

(Note: Action 1, 2 and 3 should be implemented by the individual business owners and/or through the efforts of existing business associations. Number 4 will require action by the City Engineering Department.)

ISSUE #2: The lack of clear identity and the poor appearance of some establishments detracts from the viability of business areas.

FINDINGS:

A) The following conditions detract from the attractiveness and identity of the mixed building types, uncoordinated renovation and signage, and a lack of maintenance.

B) The lack of street trees and other streetscape amenities.

C) Lack of screening and landscaping of existing parking and storage spaces.

- D) The lack of distinguishing landmarks, gateway or streetscape improvements at entry points to the neighborhood.

POLICY #1: Improve the appearance and visual identity of the commercial area.

STRATEGIES:

1. Local business association should establish, organize and monitor regular clean-up efforts.
2. Individual businesses should be encouraged to brighten up their establishments with seasonal and thematic plantings, improved window displays, and better maintenance.
3. Organize and carry out design studies to identify specific improvements to entry points ('gates') and individual business clusters. Improvements should aim at creating visual unity and identity for improving the attractiveness of these areas. The design studies should concentrate on streetscape and building improvements.
4. A retroactive zoning requirement for landscape screening and planting of new and existing parking lots and storage areas should be adopted and property owners given a six month time schedule to implement the requirements.

ISSUE #3: Location of new businesses within the area.

FINDINGS:

1. There are a number of underutilized commercial buildings in the area.
2. There are a significant amount of single and multi-family housing along SE Hawthorne, SE 11th, and SE Division, much of which is quality housing which should be preserved. This limits the expansion of business along these streets.
3. Expansion and increased activity in commercial areas will provide additional convenient shopping and employment and potential problems in the form of increased traffic and possible displacement of housing.
4. The traffic volumes and the relationships between residential and commercial land uses on different streets provide the basis for establishing a hierarchy of commercial groupings and concentrations.

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POLICY #1: Encourage the establishment of new business in the commercial areas in a manner that will reinforce existing business clusters, which minimizes displacement of residential units.

STRATEGIES:

1. Local business associations should act to attract new businesses to locate within the area, which will provide a broader range of shopping and employment opportunities.
2. New commercial buildings should not be allowed to displace existing multi-family housing. Buildings with four or more units should be protected by zoning.
3. New construction should not be allowed on sites of existing single family units unless it can be shown that no other location can be found in that area. Existing single-family homes should be protected by zoning.
4. Single-family housing, whenever feasible, should be relocated rather than demolished.
5. Maintain the existing scale of neighborhood market areas. No building expansion should be allowed in these areas.
6. New building and business expansion along SE Division should be reduced and restricted to business types which would qualify under the C-4 "neighborhood commercial" zone (C-4).
7. New buildings and building expansions along SE 11th should be designed to provide a buffer to the residential area.



RESIDENTIAL

INTRODUCTION

Most of the residential area of Hosford-Abernethy can be characterized as a stable and predominately single family neighborhood. Serious problems often associated with inner city neighborhoods, such as seriously deteriorated housing, abandonment and pessimism about the area's future, are not present in most areas.

In 1980, approximately 2/3 of the housing units were single family and 1/3 were multifamily units and 16% of the multifamily units were in poor condition.

Since the purpose of this plan is to insure the continued stability of the neighborhood and suggest strategies for improvement, the residential area of the neighborhood is divided into four sub-areas to help focus on the special features, issues and problems of each. These are Ladd's Addition, Colonial Heights, South of Division and the Western edge along SE 12th Street.

LADD'S ADDITION is bounded by SE Hawthorne on the north, SE 12th and the west and SE 20th on the east. This sub-area is the most physically distinct because of its unusual street pattern, 40' by 120' lot size, and the presence of alleyways. Other physical features which make the area unique include the Rose Gardens and Ladd's Circle. Ladd's Addition is also one of the city's two Historic Conservation Districts. The majority of the housing is single family detached with a few multi-family units along the outer edges. The homes and gardens are well maintained and there are large street trees which line many of this sub-areas streets.

The major problems associated with this area are crime, through traffic on Ladd's Avenue and downtown workers using the neighborhood as a 'parking lot'.

COLONIAL HEIGHTS is bound by SE Hawthorne on the north, SE Division on the south, SE 29th on the east and SE 20th on the west. This area is similar to Ladd's with respect to good maintenance and traffic problems. The housing styles differ somewhat, but the majority of the units are single-family. Colonial Heights is situated on the highest land elevation in the neighborhood and has some of the largest homes. The Hosford Grade School is located in this area.

SOUTH OF DIVISION is bound by SE Division on the north, SE Powell on the south, SE 29th on the east and SE 12th on the west. Maintenance of the housing stock in this sub-area

varies from block to block. It has some of Hosford-Abernethy's oldest housing. Maintenance and conflicting uses are a problem in this area, particularly in the southwestern part of the section. Many of the homes west of SE 20th need some form of improvement. These appear to be occupied by low to moderate income households which rent rather than own their residences. Another significant feature is the number of vacant lots scattered throughout this section of the neighborhood.

Notable features of the South of Division sub-area are several designated ensembles of historic housing, a local commercial node at SE 26th and Clinton which contains small businesses, restaurants and the Clinton Street Theatre, and Cleveland High School.

WESTERN EDGE is the area just west of SE 12th. Many of the housing units in this area date back to the turn of the century and are mixed in with industrial uses that dominate the neighborhood to the west. The strongest concentration of housing units remaining are located between SE 11th and SE 12th abutting Ladd's Addition. Many of these units are multifamily structures and some may be of historic interest.

Housing maintenance is a problem in this area. It is particularly a concern west of SE 11th which is zoned for general manufacturing making housing a nonconforming use. This conflict between the zoning and residential uses represents the greatest danger to the neighborhood's historic structures and low to moderate income housing.

GOAL:

Maintain and enhance the physical environment of the residential areas of the neighborhood for the benefit of all residents.

ISSUE #1: Through traffic and speeding on local streets.

FINDINGS:

- * Residents of Colonial Heights and Ladd's Addition are concerned about speeding and the high volume of traffic on SE Harrison Street and SE Ladd Avenue, according to our neighborhood survey.
- * The traffic count for SE Harrison between SE 24th and SE 20th Avenues is 4,650 cars per day.

SE Harrison is classified as a Neighborhood Collector between SE 30th and SE 26th Avenues, and a Local Service Street west of SE 26th Avenue.

- * The traffic count for Ladd Avenue is 3,200 between SE Division Street and SE Ladd's Circle. It is 4,900 between SE Ladd's Circle and SE Hawthorne Boulevard. SE Ladd Avenue is classified as a local service street.
- * The City of Portland's Arterial Streets Classification Policy recommends that the speed limit on Neighborhood Collectors be between 20 and 30 mph. It recommends that the limit on Local Service Streets be between 20 and 25 mph.
- * The traffic signal at SE Hawthorne Boulevard and Ladd Street requires a long wait. To avoid delays, drivers use SE Clay Street, a Local Service Street.

POLICY #1: Reduce speeding and discourage the use of local residential streets by through traffic.

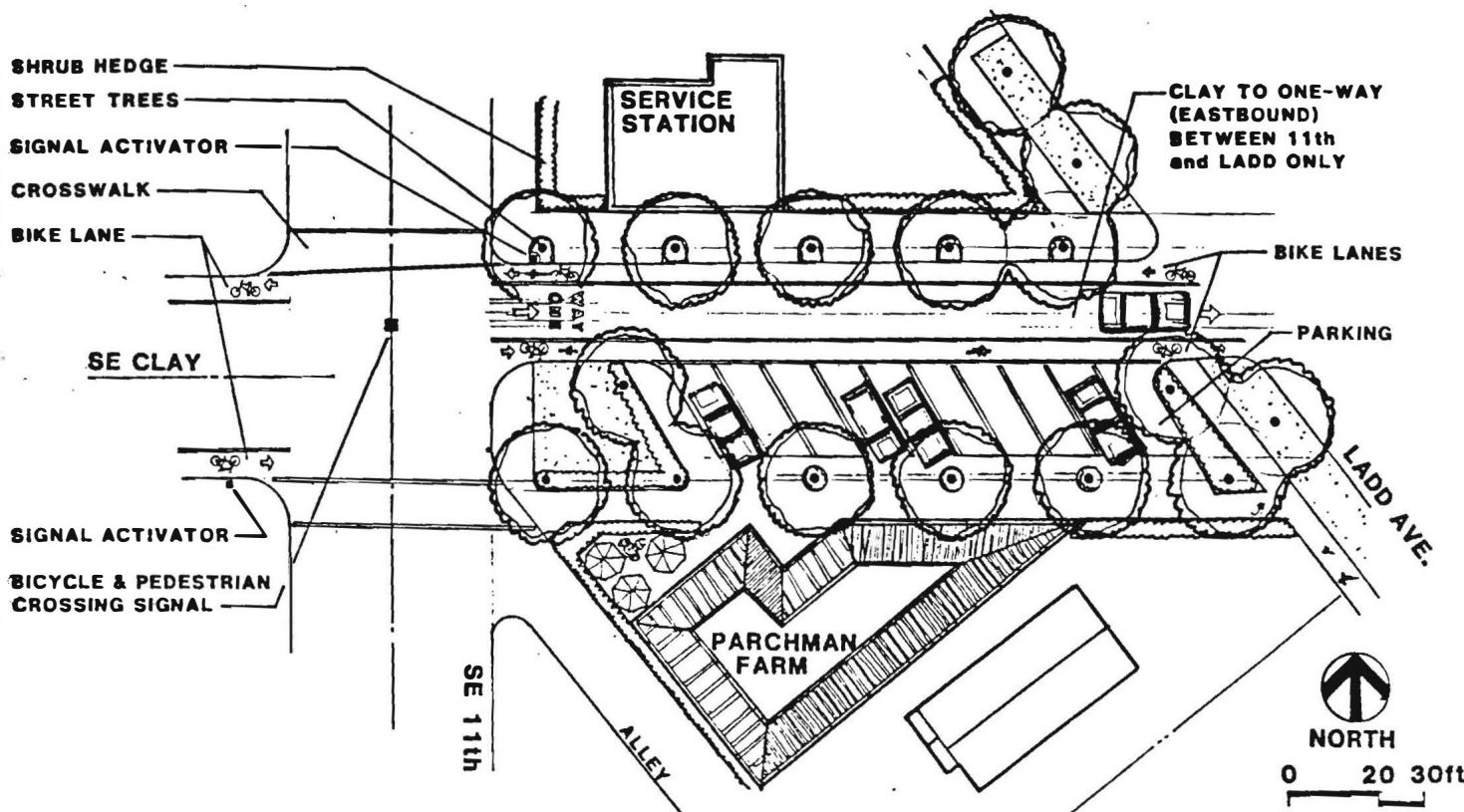
STRATEGIES:

1. Install one or more stop signs on SE Harrison Street below SE 26th Street.
2. Install signs prohibiting right hand turns onto SE Ladd Avenue from SE Division Street going west, and SE Hawthorne Boulevard heading east to keep through traffic from cutting through residential areas.
3. Keep westbound traffic off SE Clay Street by making it one-way between SE 12th and Ladd Avenue.

ISSUE #2: Crime

FINDINGS:

- * According to our neighborhood survey, residents are concerned about crime, particularly about the incidence of residential burglaries.
- * The number of reported burglaries in the neighborhood have increased from 246 in 1979, to 342 in 1985.



SCHEMATIC DESIGN / CLAY STREET ALTERATION / at 11th & LADD

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POLICY #2: Reduce crime in the neighborhood, particularly burglaries.

STRATEGIES:

1. Improve street lighting by asking the City to trim trees that obscure light on neighborhood streets and alleys.

2. Request additional street lights through the Neighborhood Needs process.

3. Increase the visibility of police in the neighborhood by requesting that they patrol more frequently.

4. Expand the Neighborhood Watch Program. The Neighborhood Association should identify unorganized blocks, contact the residents living on them and encourage participation in the program. A 'porch light' program should be organized as part of the Neighborhood Watch. The East Precinct Advisory Council or the Southeast Neighborhood Crime Prevention Coordinator at Southeast Uplift should also be contacted for assistance.

5. Reduce the incidence of crime committed by juveniles. Encourage young people to develop a sense of pride in and take responsibility for the neighborhood by:

- a. Participation in youth recreation programs offered by the Parks Bureau, and YMCA, the Salvation Army, and Youth Service Centers.
- b. Involving them in Neighborhood Association activities as committee members and in leadership roles.
- c. Development of employment opportunities for them by local businesses, both paid and volunteer, such as tree trimming, painting and repair.
- d. Work with local churches to start drop-in centers, counseling, education and training programs.

ISSUE #3: Transients and homeless people in the neighborhood.

FINDINGS:

- * Neighborhood residents have expressed concern

about transients passing through the neighborhood and loitering in park areas.

POLICY #3: Support city-wide social and housing programs to meet the needs of all segments of the homeless population.

STRATEGIES:

1. Ask local merchants to remove fortified wine from their shelves.

2. Provide information about city-wide social services and housing programs. Informational efforts could be undertaken by the Neighborhood Association, S.E. Uplift and local churches.

ISSUE #4: Maintenance of housing units south of SE Division and west of SE 12th.

FINDINGS:

- * Our visual surveys of the neighborhood indicates the housing in the South of Division and Western Edge sub-areas is the oldest in the neighborhood. A number of houses and apartment buildings are in need of maintenance and/or rehabilitation.
- * Housing west on SE 11th is a nonconforming use. This area is zoned for general industrial uses. This creates difficulties for owners wishing to secure financing for repair and upkeep of these units.
- * Some of this older housing has received historic designation by the City. "Firehouse Row" on SE 7th at SE Harrison and the Stephens House on SE 12th are examples.
- * South of Division, there are a number of overgrown, vacant lots. Some of these are owned by the State Highway Department (ODOT). State ownership is a result of land purchases for the right of way for the now defunct Mt. Hood Freeway.
- * In the southwestern part of the South of Division sub-area, industrial uses which generate noise and truck traffic create problems for adjacent residents.

- * Yards and parking strips in this southwestern area are often overgrown and untended.

POLICY #4: Maintain existing housing, yards and lots and monitor the design of new housing to improve the physical environment of the residential areas of the neighborhood.

STRATEGIES:

1. Form a Neighborhood Management Team to help monitor and manage vacant properties and those owned by absentee landowners. The team could be funded by:

- a. Demonstration Grants from groups such as the Oregon Community Foundation, the Charles Mott Foundation or HCD Self Help grants.
- b. Contracts with property owners to provide maintenance services.

The Team could also get action by reporting substandard properties and unmaintained yards, parking strips and vacant lots to the appropriate City Bureaus.

2. Have the Neighborhood Association and residents market low interest or deferred payment loans for housing rehabilitation to homeowners and landlords.

3. Compile an inventory of available residential, commercial and industrial properties for sale or lease in the neighborhood. Work with local real estate agents to market these properties.

4. Target vacant lots south of Division and have neighbors network to find buyers.

5. Work with the City to institute design review in targeted areas to insure compatible facades. Addressed might be pitch of roof, exterior siding materials, and front porches.

6. Use street trees to buffer abutting industrial and commercial uses and to improve neighborhood appearance along SE Division, SE 26th and on SE 15th and 16 Streets south of Taggart.

7. Support local efforts such as those by LACDAC to preserve historic structures by obtaining 'historical designation' for them.

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8. Extend the M3 designation between SE 11th and 12th over one half block between SE 10th and 11th. And add a buffer overlay designation to it making it M3B, to protect the western edge of the neighborhood more effectively and to make housing a conforming use half block west of SE 11th.

9. Rezone to R1 a three block area surrounding Firehouse Row to make housing a conforming use and prevent loss of residential units in this area.

(Note: Some members of the group felt a M3 would be a better zoning designation for this area. While there was consensus on preserving Firehouse Row, some members felt that future development should not be limited to residential uses.)

ISSUE #5: Lack of parks.

FINDINGS:

- * The neighborhood does not have any designated parks other than Ladds Circle and the Rose Garden.
- * Part of the Abernethy School grounds are slated to be developed as park space with HCD funds in the near future.
- * Neighborhood residents have expressed a desire for more community garden space in the South of Division sub-area.
- * The State Highway Department owns a number of vacant lots in the residential area between SE Clinton and SE Division and SE 27th and 28th. This has been under consideration by the Neighborhood Association as a potential park site.
- * The present policy of the City of Portland is that no new parks under two acres will be maintained by the City.
- * Powell Park is the closest City Park to the neighborhood. However, traffic on SE Powell Boulevard is a barrier to access, especially for children and the elderly.

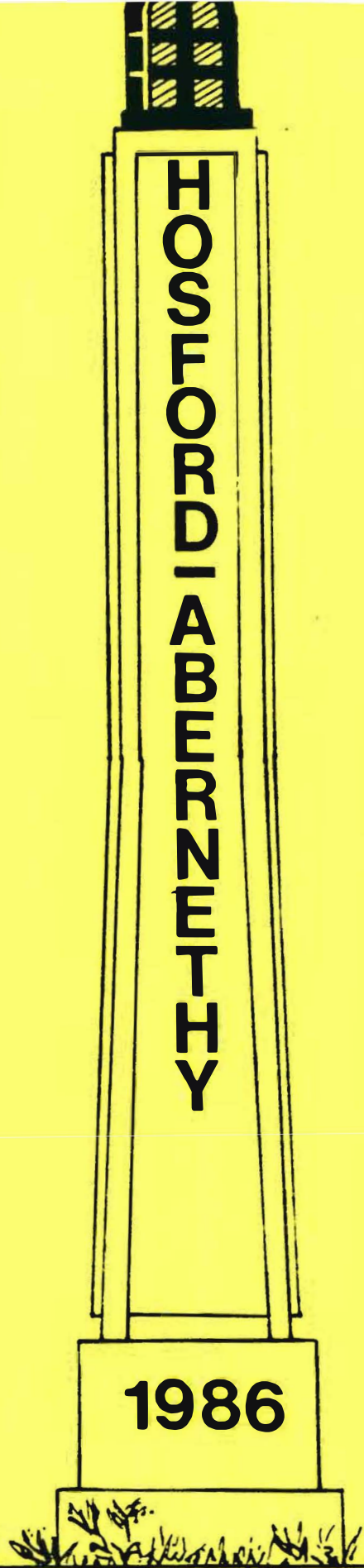
POLICY #5: Maintain existing park areas and develop more public open space to meet the recreational needs of people living and working in the neighborhood.

STRATEGIES:

1. Support the development of a park at Abernethy School.

2. Develop vacant lots for use as a park and/or community garden space south of Division. A source of funding could be the formation of a Limited Improvement District for a park. The State Highway Department (ODOT) and the City could be contacted about providing community garden space.

3. Work with the City to improve the pedestrian crossings to Powell Park.



**HOSFORD
ABERNETHY**

1986

APPENDIX

CITY POLICIES AFFECTING THE
HOSFORD-ABERNETHY NEIGHBORHOOD

To City policies potentially affect the physical environment of the neighborhood. These are Portland's Comprehensive Plan and its Arterial Streets Classification Policy. The Comprehensive Plan, which has been officially acknowledged by the State to be in conformance with Oregon's land use planning goals, controls the location and intensity of different land uses. The Arterial Streets Classification Policy "classifies the City's streets based on their optimal traffic and transit functions."

ZONING

The following is a summary of the City's zoning designations that are found in the neighborhood. These detail the general ones found in the Comprehensive Plan.

Single Family Residential Zones:

- R5 High-density Single Family Residential: allows one house on a 5,000 square foot lot. This is the predominate designation in Colonial Heights and Ladd's Addition. There is also some in eastern part of the South of Division residential area.
- R2.5 Attached Single Family Residential: allows construction of attached units with an average lot area of 2,500 square feet. This is the designation that predominates the South of Division residential area.

Multifamily Zones:

- R2 Low Density Multifamily Residential: allows single and row houses, duplexes, apartments and condominiums at a density of one unit per 2,000 square feet of site area. This is a common designation South of Division.
- R1 Medium Density Multifamily Residential: allows the same uses as R2 at a density varying from 43 units per acre. Additional density may be permitted if certain amenity packages are provided. This designation is found mainly in the Western Edge on the west side of Ladd's Addition.

Commercial Zones:

- C4 Neighborhood Commercial: allows small neighborhood service commercial businesses with a maximum floor area of 4,000 square feet. If extra conditions are met up to 7,000 square feet may be permitted. Parking is limited to encourage transit use. The business clusters at SE 21st and Clinton and SE 26th and Clinton have this designation.
- C2 General Commercial: allows commercial and residential uses plus auto-oriented commercial. Some labor intensive, light industrial uses are permitted. This designation is found along SE Hawthorne, SE Division and SE Powell where there are clusters of commercial uses.

Industrial Zones:

- M3 Light Manufacturing: allows a mixture of uses including housing, commercial and light industrial. This designation runs in a strip of varying widths on the western and southern edges of the residential area.
- GI-1 General Industrial: allows a broad range of industrial uses. Most commercial and all residential uses are restricted. Applies to inner city, mostly developed areas. Most of the are west of SE 11th has this designation.
- H1 Heavy Industrial: allows heavy and general industrial uses. Most commercial uses are restricted, new residential uses are not permitted. This designation occurs in the southwestern portion of the industrial area along the river.

Overlay Zones:

- B Buffer: permits commercial/industrial adjacent to or near areas of less intense zoning; there are landscaping and buffering requirements.
- S Signboard Control: restricts and regulates signs near bridges and certain highways.
- WSD Willamette Greenway Scenic Development.

ARTERIAL STREETS CLASSIFICATION POLICY

The ASCP states that the street "classification system dictates what kinds of traffic and transit use should be emphasized on each street and how future street improvements, projects and private development relate to those uses." Hosford-Abernethy contains streets with the following designations. The neighborhood is in the S.E. Transportation District.

TRAFFIC STREETS

Regional Trafficways are intended for longer distance trips. Recommended speed limits are 40-55 mph. McLoughlin is the only street of this type in the neighborhood.

Major Traffic Streets are intended for longer trips also but have less capacity. Recommended speed limits are 30-45 mph. These include Union, Grand, 11th and 12th.

District Collectors are intended for trips that begin and end in a transportation district. Recommended speed limits are 20-35 mph. Hawthorne is the only street of this type in the neighborhood.

Neighborhood Collectors are intended for streets that start and end in the neighborhood. Division, 7th, Clay below Union, Harrison between 26th and 29th, and 26th below Harrison are streets of this type.

Local Service Streets are intended for short trips within the neighborhood. These include all neighborhood streets that have not been mentioned.

TRANSIT STREETS

Regional Transitways are intended for inter-regional and inter-district trips. These include McLoughlin and the Portland Railroad Track lines.

Major City Transit Streets are intended for concentrated transit services to major activity centers. These include Union, Grand, 7th, Hawthorne, Division and Madison below 12th.

Minor Transit Streets are intended for local and neighborhood transit service. These include 11th, 12th, Ladd west of the Circle, Harrison, Division and Madison below 12th.