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Opportunity Gateway Concept Plan and Redevelopment Strategy: A guide for growth for Portland's only Regional Center

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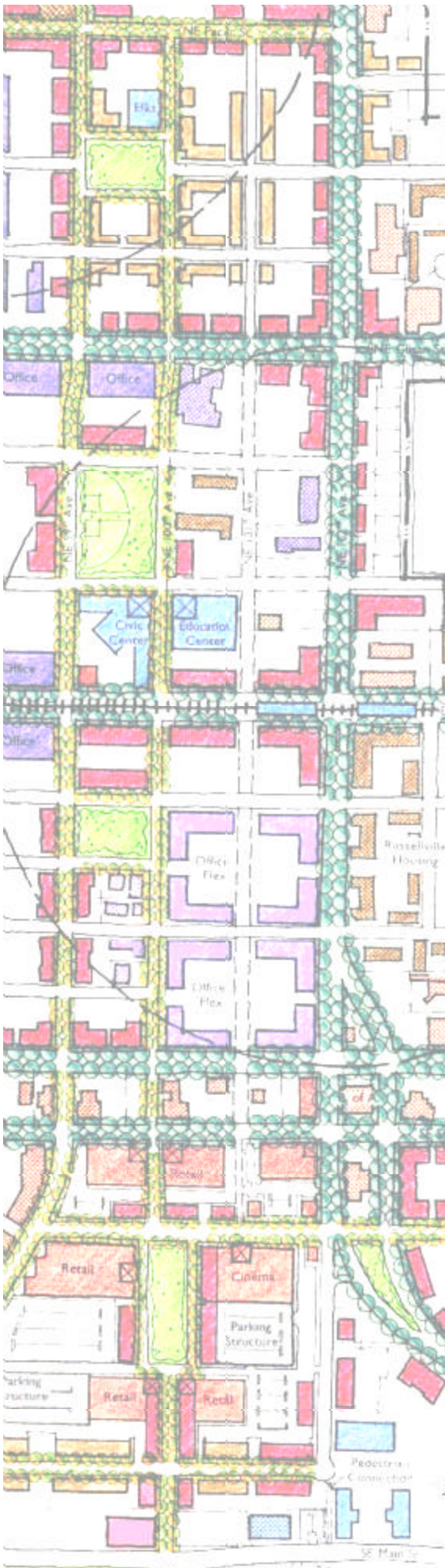
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OPPORTUNITY GATEWAY CONCEPT PLAN AND REDEVELOPMENT STRATEGY

**A guide to growth for
Portland's only
Regional Center**

**Approved by Portland City
Council, February 2000**

Opportunity Gateway is a collaboration between members of the Gateway Community and the Portland Development Commission, Office of Transportation, Bureau of Planning, and Portland Parks and Recreation.

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Opportunity Gateway: Executive Summary

The Gateway district, projected to be the most accessible location in the Portland metro region in 20 years, is envisioned by many to become a new center for the people of east Portland. It is anticipated to be a more active place – a destination for working, shopping and recreation, and a home to thousands of people, both newcomers and longtime residents. More than anything else, it is expected to become a place to be proud of – an embodiment of the values and aspirations of the east Portland community. The culmination of effort by hundreds of stakeholders over two years, the *Opportunity Gateway Concept Plan and Redevelopment Strategy* sets the stage for this transformation to occur.

Future Vision. The Concept Plan envisions an intensification of activity in the new Regional Center. There is increased employment, retail, and housing opportunities, all of which enhance the district's livability. The unparalleled transportation access serving the district has been complemented by an improved local network of streets, sidewalks, and transit service – including service to and from the airport. Numerous destinations and attractions fill the area, including new parks, an education center, a government center, and cultural facilities. The Gateway Transit Center has converted from a surface parking lot to a mixed-use community, complete with a public plaza, local shops, and entertainment. The character of existing streets such as 102nd, 99th and 97th has changed dramatically, with wider sidewalks, street trees, and bicycle lanes. New street connections have been made which reduce congestion on major streets. Much of the through-traffic has been managed. All these improvements have made walking and bicycling more pleasant and commonplace.

Existing Conditions. Largely developed after World War II, the Gateway area is characterized by low density, suburban-style development. It consists primarily of small and medium-sized businesses, medical and dental offices, national retail chains and a mixture of single-family and multi-family housing. Today, it has a relatively small population and a large employment base. The largest employer in the district is the Adventist Medical Center, with more than 2,000 employees. Like many inner-ring suburban areas, Gateway shows signs of disinvestment and stagnation: few new businesses, a lack of parks and open space, an aging building stock, vacant and poorly maintained property, and a jumble of unplanned land uses.

Market Conditions. The market analysis conducted as part of the Concept Plan development reveals how Gateway is likely to grow. The population is expected to grow in the district by 122% by 2015, far greater than the 52% expected for the metro region as a whole. In recent years, the population has become more diverse and this trend is expected to continue. Many developers see the housing market, particularly that for younger people and seniors, as the most immediate opportunity in the Regional Center. In the past two years alone, over 1,000 housing units have been built or approved for construction in the district, with another 200 in the planning stage.

The Regional Center also has the potential to serve latent office and commercial markets. It was found to be capable of supporting up to two million additional square feet of retail (approximately twice the size of Lloyd Center mall). Gateway's market conditions and redevelopment potential will be significantly impacted by construction of the Airport MAX line and the 120-acre CascadeStation development. As a master planned development, CascadeStation will incorporate office, hotel and commercial development, but will not include

Executive Summary

any housing. With the construction of Airport MAX, Gateway will become a highly convenient location for housing for CascadeStation and Portland International Airport employees.

Transportation Conditions. Adjacent to two regional freeways and served by two light rail lines and 13 bus lines, the Gateway Regional Center is blessed with the region's best transportation network. However, as a significant transportation hub, Gateway also absorbs an unusually high volume of through-traffic that adds no value to the district and detracts from its livability. Despite the fact that the Gateway Regional Center has significant transit infrastructure and service, most trips within and through the area are made by car. All these factors combine to cause many streets to be highly congested. In turn, this congestion contributes to unsafe and inefficient intersections.

The most heavily used destination in the district is the five-acre Gateway Transit Center (Park and Ride). Over 1,000 cars park at the Transit Center and on nearby streets every weekday morning. This volume, in combination with the poor accessibility of the Transit Center, has resulted in heavy congestion at nearby intersections. Congestion is exacerbated by Gateway's poor connectivity. Because many of Gateway's streets and sidewalks don't connect, trips by foot, bicycle, and car are often circuitous and frustrating.

Regulatory Framework. The regulatory framework for development in Gateway has been established through a composite of local and regional plans, primarily the *Outer Southeast Community Plan*, Metro's *Regional 2040 Growth Concept*, the *Hazelwood Neighborhood Plan*, and the *Opportunity Gateway Concept Plan and Redevelopment Strategy*. These plans are helping to shape new development in Gateway. All four of these plans call for the development of the district as a mixed-use residential and commercial area that provides easy mobility and options for transportation.

Concept Plan Map. The Concept Plan Map provides a view that can help guide future development and policy decisions effecting Gateway. Suggesting one possible 20-year scenario, the Concept Plan Map shows where and how changes might occur that would improve Gateway over time. ***The map is a concept only and does not intend to necessarily predict what will actually be built where.***

The Concept Plan Map combines the local qualities and character most important to the Gateway community with highly regarded placemaking principles from the planning and urban design fields. The most important principle illustrated in the map is the unification of the 650-acre district. To achieve this, the Concept Plan relies on an improved network of streets and parks. Beautiful, tree-lined streets and paths, enhanced by a sequence of parks and plazas, will improve Gateway's livability even as the district grows. Protecting existing trees came through as the community's highest priority in the Opportunity Gateway process.

Improving connectivity in the district will also help unify it. Not only does connectivity provide a range of transportation options, the resultant block configuration will also lend an order and regularity to the district that does not currently exist. This will in turn facilitate a development pattern that is more predictable, orderly and efficient.

Subareas. While the overarching goal of the Concept Plan Map is to create a coherent Regional Center, there are natural subareas within the district. The Concept Plan Map offers specific ideas for development in each of these subareas:

- *The Halsey-Weidler Subarea.* Historically Gateway's commercial street, the Halsey-Weidler couplet is envisioned in the future to have improved street trees and lighting, continuing to emphasize the area as a mixed-use street with local shops, offices, and residences.
- *The Gateway Station Area.* This subarea continues to be anchored by the MAX station and the Gateway Shopping Center. The blocks south of Pacific are filled with homes and apartments, with activity focussed around the mixed-use community around the light rail station, the new park near the Elks lodge, and the shops along 99th Avenue.
- *The 102nd and Burnside Station Area.* This area is envisioned to have the most new development, demonstrating a mixture of office, flex space, housing, and civic space that take advantage of the proximity to the transit station. The Prunedale area between Glisan and Stark retains much of its industrial flavor, with the addition of office/flex buildings that serve both front and back office needs and many types of tenants. Two new attractions, an Education Center and Civic Center, are also proposed for this subarea.
- *The Employment District.* This area, south of SE Stark/SE Washington, includes a redesigned shopping center and the Adventist Medical Center. The mall would be replaced with a mixed-use development including a main street design, increased street connections, a central park block and on-site housing. Adventist Medical Center is expected to expand its employment base with additional offices. A Performing Arts Center is proposed on the Adventist Academy campus.

Public Infrastructure Improvements. Critical components of the Concept Plan and Map are the public improvements -- parks, streets, pathways and civic buildings. A network of new parks serve the district; each subarea benefits from public open space and a recreational trail along I-205 helps tie the subareas together. The Concept Plan illustrates a number of key transportation improvements, such as improving NE 102nd Avenue as a boulevard, transforming 99th Avenue into a local carrier and spine for the district's new identity, and creating more connections both north-south and east-west. Because the two light rail station areas are focal points for the redevelopment strategy, there is an expectation that they will be developed at higher densities with a mix of uses and civic spaces. Additional buildings with civic uses, such as the performing arts center and a daycare center, are shown in the south part of the district where a civic character has already started to emerge.

The Redevelopment Strategy. To begin implementation of the Concept Plan, the Opportunity Gateway process identified five short-term measures: 1) broaden community involvement and encourage informed public participation; 2) undertake selected improvements immediately; 3) capitalize on the Design Review Process; 4) lever the 1999-2001 Work Program; and 5) undertake and prioritize redevelopment in phases.

Appendices. Eight appendices are included with the report to provide additional detail and support for the ideas presented in this plan.

II. Introduction

Why Gateway?

By 2020, only one part of the Portland metropolitan region will stand out for unequalled convenience: the I-205 corridor, anchored by the Gateway Regional Center (GRC). This is because Gateway sits at the nexus of two major freeways – I-205 and I-84, light rail connections to points east, west and (shortly) north, and four primary east-west arterial collectors. It is the transit hub for the east side, and enjoys the luxury of two light rail stations, one of which is a Transit Center. By 2001, a direct MAX connection to the airport will have extended the district's advantage, placing out-of-town visitors and business travelers within a 15-minute light rail ride of the GRC.

Gateway's growing importance in the region is beginning to attract attention. Between 1990 and 1997, only 89 housing units were built in the Gateway Regional Center. *In 1998 and 1999 ten times that number were built or planned for construction.* One of the GRC's key shopping centers has new owners and is slated for renovation. Another significant site near the Transit Center has been assembled and is being planned for development. Many proposed improvements to the Regional Center's transportation infrastructure have already been programmed for funding in the region's transportation plan.

While change is apparent within the Regional Center, less obvious is the nature of this change. Will new development be policy-driven? Will Gateway capitalize on its unique location and transit opportunities? Will it fulfill its role as a regional center? Most fundamentally, how will these changes impact current residents, property owners and surrounding neighborhoods?

Nearly everyone who lives in this region has a stake in Gateway's redevelopment. The people living and working in the Regional Center have a clear and obvious stake. People in the surrounding market area have a stake because they shop, entertain themselves, attend school, and use transportation systems within Gateway. People throughout the Portland metropolitan region have a stake in the Regional Center because the successful management of the district's growth will improve the region's economy, air pollution, traffic congestion, and housing opportunities.

Through the Opportunity Gateway process, residents, businesses, and property owners in and around the GRC have seized the opportunity to help control how this special place grows over time. Together, they are working to ensure that in 20 years time, the district's redevelopment will have been done coherently and in accordance with community values.

An Overview: May 21, 2019

The Gateway Regional Center in 2019 is astonishingly different from 1999. In a word, the biggest difference is *activity*. Unlike 1999, when cars dominated the Gateway landscape, there are now lots of people outdoors as well. Groups of people can be seen moving in and out of buildings, sitting in outside cafes, jogging on streets, and celebrating community events at the Gateway Station Plaza. Day and night, the area buzzes with activity.

Cars still stream through the area, actually in greater numbers than before. Yet ironically it doesn't feel that way. On-street parking buffer pedestrians from street traffic, new street connections have dispersed cars, traffic lights are coordinated, and accidents have been reduced by 90%. The traffic level feels safe and under control.

Congestion has not been solved, and certain streets back up during rush hour. But this is true all over town, and compared to other places, the district is simple to get to. For residents and visitors alike, the District is simple to get around. Buses shuttle people the length of the district at convenient times, while bicyclists find various routes to their destinations. Three of the Regional Center's north-south streets provide distinctly different experiences. The district's major arterial, 102nd, is now a boulevard and is far more accessible to walkers and shoppers. Though the amount of traffic it carries is still high, walking is safer and more enjoyable due to the many landscaped walkways, storefront windows, benches, and fountains. Along its length, handsome lights and banners herald the success of the Regional Center. Crossing the street is also safer, as is getting to the transit stations at Gateway and on Burnside. 99th Avenue remains two lanes, but now offers curbside parking along its wide, pedestrian-friendly sidewalks. With less traffic than 102nd and a wide diversity of stores, housing types and public spaces, 99th makes an important contribution to the district's personality. Meanwhile, 97th Avenue has become a linear parkway for pedestrians, vehicles, and bicyclists alike.

...the juxtaposition of greenery and masonry have created a distinctive character that is unique to the entire region.

There is also a feeling of being amidst architecture. The area feels vibrant and alive. Moving through the Gateway Regional Center, your eye is drawn to a palette of interesting forms and shapes: storefront windows, porches, ornamental lights, railings, balconies, landscaping, artwork, and decorative signs. And everywhere you look, there is greenery – large street trees, blossoming flowers, hanging baskets, the green grass of Elks Park, the old firs near Bingo Park, small tree-lined strips – the juxtaposition of greenery and masonry have created a distinctive character that is unique to the entire region. Young students as well as adult learners take classes at the Education Center and enjoy the walk between the Gateway Station Plaza and school. Elementary, middle and high school students who attend the nearby public and private schools, find this a safe area for social and recreational activities.

Several companies have moved into the area, taking advantage of the Gateway Regional Center's convenience. The owners of Gateway South (the area once known as Mall 205 and Plaza 205) have developed a collection of stores, restaurants and shops, centered around a park and tied together by garden-lined sidewalks. It is the focal point for the south part of the Regional Center and used daily by employees of the Adventist Medical Center, seniors from Cherrywood Village, residents of Russellville Commons and homeowners from Gateway South. East Portlanders who use the Community Center or South Gateway Day Care Center often walk over to Gateway South to shop. The Center is alive at night, when Performing Arts Center patrons can be seen strolling and dining before evening shows.

In the northern part of the district, a similar energy exists at Gateway Station. With thousands of people boarding and deboarding MAX daily, the Station is the most active place in the Regional Center. Dozens of others sit watching the action or reading in the lively urban plaza. Shoppers and commuters enjoy wandering in and out of the shops along 99th Avenue.

Introduction

Another park, Elks Park, is a haven for retirees and young parents with children, all of whom live in new housing between Glisan and Pacific and are intensely devoted to maintaining the park’s immaculate gardens. These same people often meet friends from other parts of Portland at night at the Gateway Station Cinemaplex; a variety of languages and dialects are heard in the lobby. Many people who visit Portland stay at the Gateway Station Hotel and choose to enjoy the Regional Center’s nightlife instead of going downtown. Many of them walk 99th Avenue or take MAX one stop south to the Civic Center, where a popular series of lectures and workshops bring in some of the most engaging speakers from all over the Pacific Northwest and beyond.

Not everything in the Gateway Regional Center has changed; many of the buildings from 1999 are still here and many have been renovated. The area formerly known as Prunedale is still an eclectic place, with uses ranging from sheet-metal shops, printing and graphics, and electronic equipment stores to performance studios and housing. NE Halsey Street is still a commercial strip, where longtime merchants operate in colorfully renovated storefronts. SE Stark and Washington Streets have several exciting new restaurants. New development east of 102nd is smaller scale, preserving the character of the Hazelwood neighborhood. From end to end, the Gateway Regional Center has slowly assumed a whole new character. Not quite urban, certainly not suburban, and filled with interesting quirks and surprises, the district has become a regional center – a place not just to be used, but to be enjoyed by all.

Not quite urban, certainly not suburban, and filled with interesting quirks and surprises, the district has become a regional center – a place not just to be used, but to be enjoyed by all.

About this Report

The contents of this report are referred to as the Opportunity Gateway Concept Plan and Redevelopment Strategy. Its two principal components are the Concept Plan Map (and description) and the Redevelopment Strategy. The report also includes a section on existing conditions and several technical appendices for additional support and explanation. This material is a record of the Opportunity Gateway planning process for the 20-month period between April 1998 and November 1999.

Section II, *Existing Conditions*, summarizes the state of Gateway today. What is there now? What are the problems? Where are the opportunities? Answers were provided from a variety of sources – property owners, neighborhood representatives, businesses, consultants, and staff from the City, Metro, Tri-Met, and the State of Oregon.

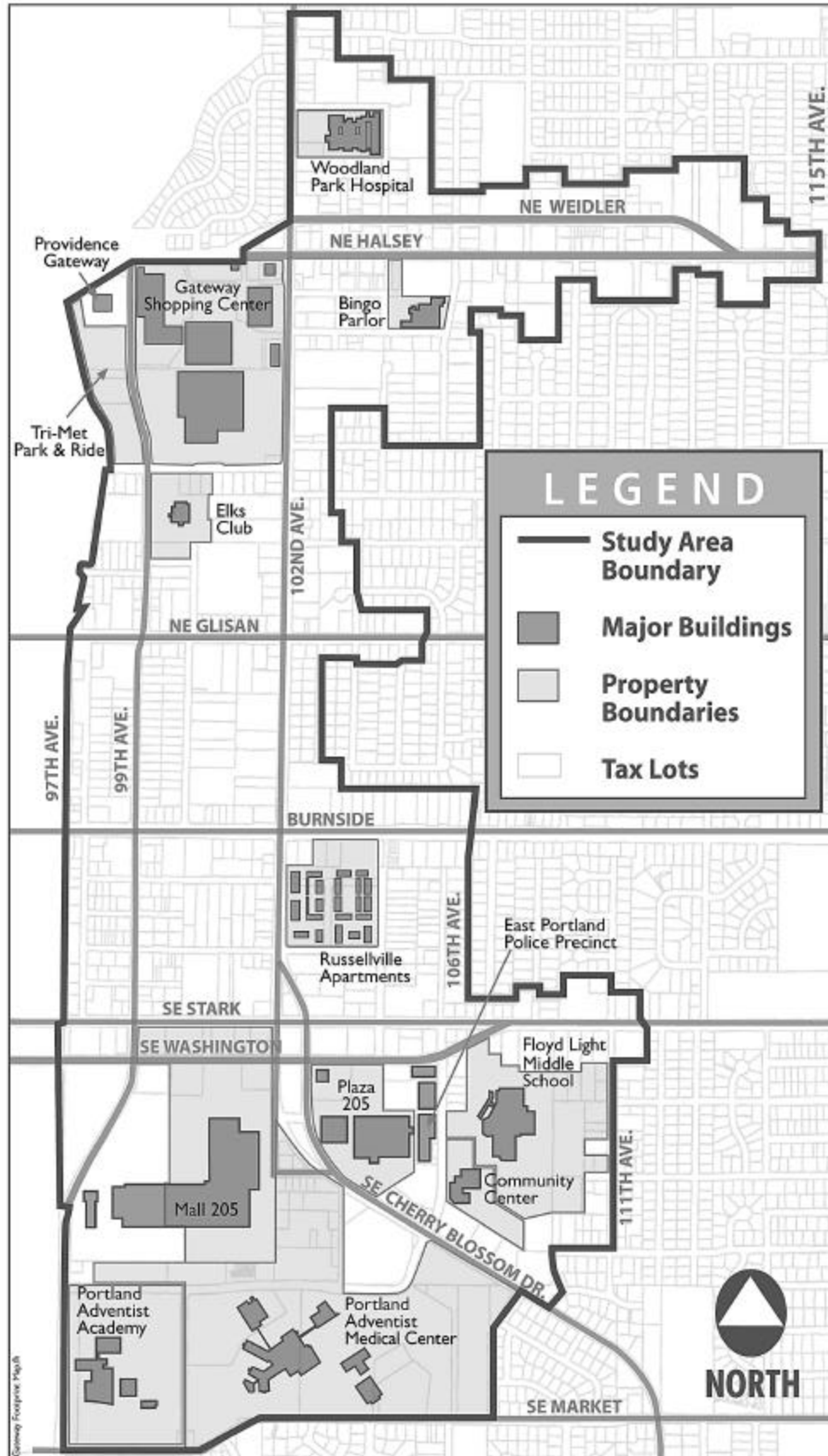
Section III, *The Concept Plan and Map*, describes the 20-year vision for the Gateway Regional Center, taking into account both existing conditions and local and regional aspirations. The Concept Plan Map is the visual counterpart to what is described in this section. The creation of the Concept Plan Map accounts for a significant portion of the time that has been invested in Opportunity Gateway.

Section IV, *Making it Happen: The Redevelopment Strategy*, describes five measures that can be taken immediately by public agencies, community members, property owners and private developers to effect the realization of the Concept Plan.

Eight summary appendices are included at the end of the report to provide additional information. Complete technical memos are available for review at the Portland Development Commission's (PDC) downtown office.

The Opportunity Gateway boundary, referred to in this document as the Gateway Regional Center or GRC, is defined by I-205 to the west, Market Street to the south, an eastern boundary that meanders between 102nd and 106th Avenue (except at Floyd Light Park and the Halsey-Weidler couplet which extend beyond 106th), and Halsey-Weidler and the Woodland Park Hospital to the north. The boundary was drawn to include land that is zoned for Central Commercial, Employment, Institutional, and Multi-Family uses. No land that is zoned for Single Family use is included in the boundary. The boundary is shown on the following page.

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III. Existing Conditions

Numerous factors are at work in Gateway, some that favor the vision described in this Plan, and others that serve as restraints. These factors have been organized into four general categories:

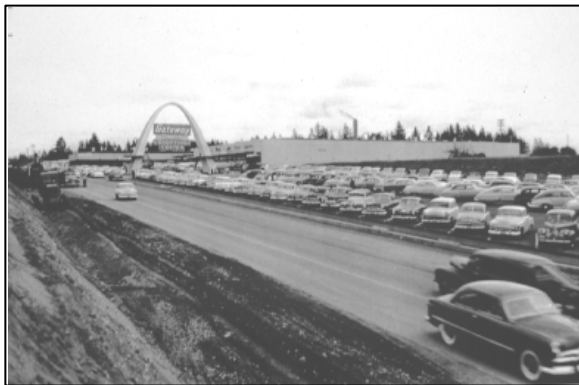
- Community identity
- Market conditions
- Transportation conditions
- Regulatory framework

This section describes existing conditions within each of these categories. A thorough understanding of these conditions is essential to understanding the content of the Concept Plan and Redevelopment Strategy.

Community Identity

The Gateway area was built on farmland in east Multnomah County. Until the late 1920s, when Portland's suburbs began moving east, the area contained productive dairy, truck, and berry farms. The first developments were modest homes on relatively large lots with a few local businesses on arterial streets such as NE Halsey Street. The biggest expansion of the area came after World War II. Returning veterans with new families needed homes and the vast, relatively flat land of mid and east Multnomah County made an ideal location. The David Douglas School District was formed and families in the area began to identify with the school district, which became known for the high quality of its educational endeavors.

The first commercial development that significantly altered the district's development pattern was the Gateway Fred Meyer, opened in 1954. Mr. Meyer saw the Gateway store as the harbinger of a new kind of shopping, which was based on large stores easily accessible by auto. He located his new store at NE Halsey and 102nd, close to the future Banfield freeway and named it "Gateway", correctly envisioning that the location would be a gateway to



Gateway Fred Meyer from NE Halsey, 1954

future development in east Portland. In recognition of the name, he constructed a large concrete arch to hold the store's sign – for many years a landmark in the area. Fred Meyer initiated an era of rapid development and at the same time gave the district its name.

Most of the people who have lived in or near the GRC for many years continue to identify Gateway with the area immediately around Fred Meyer. To them, this is Gateway and the rest of the GRC is something else. By the late 1970s, what we now call the Gateway Regional Center contained

Existing Conditions

most of its present landmarks: Mall 205, Portland Adventist Hospital, strips of businesses on 102nd and on the area's east-west arterials, as well as the ever-popular Fred Meyer. The area continued to develop, attracting small and medium-sized businesses, medical and dental offices and a mixture of single-family and multi-family housing. In the 1980s, the area was annexed to Portland in order to access urban services. With the completion of I-205 in 1983 and the MAX light rail line in 1986, Gateway became a transit hub second only to downtown.



3,800 people board MAX Light Rail daily at the Gateway Transit Center

Yet despite the remarkable transportation investments in the area, Gateway was already beginning to show the signs of disinvestment and stagnation that plague many older, inner-ring suburbs – few new businesses, an aging building stock, little housing construction, and an awkward mixture of uses – some of them unsavory.

Given the history of the mid-Multnomah County/east Portland population – its spirit of independence and self-sufficiency—enthusiasm for the Gateway Regional Center concept is not unanimous. However, the area has a healthy contingent of active citizens, including local neighborhood and business leaders, who agree with and embrace the concept. They realize that focusing growth within the Regional Center is the best way to preserve and enhance residential neighborhoods around the GRC and a way to promote economic vitality for existing and future residents.

Market Conditions

The Gateway Regional Center has a relatively small population and a large employment base. As of 1994, there were fewer than 1600 households and over 12,450 employees in the district. However, in the past two years alone, nearly 1,000 housing units have been built or approved and another 200 are in the planning stage.

Name	Address	Units	Description
Cascade Crossing	105 th and Burnside	74	Affordable: 0-30% MFI*
Cherrywood Village	Cherry Blossom and Main	362	Senior Living Community
Gateway Condos	103 rd and Clackamas	24	Market Rate = ±\$60,000
Russellville Commons	102 nd and Burnside	478	Market Rate: 398 units Affordable: 80 @ 60% of MFI
(Human Solutions)	109 th and Stark	±70	Not finalized; 0-55% MFI
Total		1008	

*MFI (Median Family Income) is \$49,600 for a household of 4 in the City of Portland (1998 HUD)

Existing Conditions

The population is expected to continue to increase (projected 122% population growth vs. 52% for the entire region by 2015), and will become much more diverse. New housing will likely serve a range of housing types, prices, and rents, which accords with the community's recommendation that new housing be made available in all parts of the GRC for people of all income levels. Many developers see the housing market as the most attractive immediate opportunity in the Regional Center. Wayne Rembold, developer of Russellville Commons, believes the Gateway residential market is especially strong for the young and seniors because of the combination of accessibility and the affordability of the area. More housing would bring about a better balance of jobs and housing stock in the district

Historically, the GRC has been a shopping and medical services destination, presently anchored by the Portland Adventist Medical Center. With over 2,000 jobs, the hospital is one of the largest employers on the east side of the city. Currently, east Portland and east county/Gresham together comprise 12% of the metro area population but only 1% of the region's competitive office inventory. A market analysis completed for the GRC found that the Regional Center has the potential to serve a latent office market, which would accommodate a large work force closer to their places of residence.



Mall 205 sits on 32 acres (17 acres are owned by Montgomery Ward) with 2,200 parking spaces

Further, more than one in five people in the Portland metropolitan area currently live within five miles of the GRC, representing a significant population likely to utilize convenient retail services. The Opportunity Gateway retail/commercial market analysis indicates that the GRC could support up to two million additional square feet of retail, or approximately twice the size of Lloyd Center mall.

One factor influencing retail and commercial development is the constraints preventing two main commercial centers from significantly altering their properties. Although owners of both Mall 205 and Gateway Shopping Center have expressed an interest in making extensive changes to their properties, they need the consent of their tenants or adjacent property owners to do so. The new owners of Mall 205 are renovating the look and tenant mix in the mall, but until the main building and parking lot can be integrated with the surrounding neighborhood the property will remain a transportation and visual barrier.

Another factor affecting the redevelopment of the GRC is the pattern of land ownership and parcelization in the area. Office, commercial and residential development requires the availability of large or easily assembled redevelopment sites. Attractive and exciting projects that include public benefits such as higher architectural quality or structured parking require a higher return on investment to offset construction costs. The smaller parcels currently scattered throughout the GRC may be relatively inexpensive compared to commercial property prices in the metropolitan area, but they will not support higher-quality projects

Existing Conditions

because they do not provide enough square footage to rent. This situation hampers the expansion of Gateway's residential, employment and retail base and could ultimately jeopardize the comprehensive vision for the Gateway Regional Center.

The GRC's market conditions and redevelopment potential will be significantly impacted by construction of the Airport MAX line and the 120-acre CascadeStation development. The Airport MAX light rail line will connect with eastside MAX at the Transit Center, making Gateway a highly convenient location for about 7,500 daily travelers, approximately 30,000 airport employees, and the anticipated 10,000 employees of CascadeStation. The CascadeStation project is a joint venture to develop up to 1.5 million square feet of office space and 400,000 square feet of retail and cinema/entertainment space over the next fifteen years. As a master planned development, CascadeStation will incorporate two transit stops, but will not include any housing. The GRC would be a highly convenient location for housing for CascadeStation-area employees. While commercial development in the GRC could be overshadowed by the CascadeStation venture, public and private efforts can ensure that joint planning of complimentary projects produce even greater benefits for the entire region.

The Gateway Regional Center's location, access and relatively inexpensive land offer substantial redevelopment opportunities. Specifically, its proximity to major auto, transit and air routes, and its increasing population and income levels all favor private investment in new development. Some restraints to development are the lack of large sites and easily assembled property, restrictions to renovation or rebuilding of the two shopping centers, and the lack of public resources that could assist in overcoming these obstacles.

Transportation Conditions

Almost all trips through the GRC today are made in cars -- 78% of home-based work trips or commutes and 95% for all others. Carpools were used for 14% of work trips. The GRC is beginning to suffer from the effects of this heavy reliance on the car. Glisan's level of service, Level F for the segment between I-205 and NE 102nd, rates very poorly. Portions of Halsey, Weidler and Stark are also operating at very low levels of service at certain times of day.



102nd Avenue is the designated bicycle route through the Gateway district

While transit infrastructure is common in the district, alternative modes of travel are not. In addition to its 13 bus lines and two light-rail stations, the district has bike lanes on Halsey/Weidler and Burnside, and a north-south bike path along 97th. About two-thirds of the streets in the GRC have sidewalks. Yet transit currently accounts for only 5% of the home to work trips and only 3% of other trips in the GRC. Walking and biking combine for only 3% and 2% of trips. Walking and biking can be difficult, sometimes dangerous, activities due to narrow sidewalks, speeding traffic, no

shade trees, and no pedestrian amenities such as benches. Transit service within the GRC itself is limited. Most of the buses that do travel within the GRC do not serve local residents and employees with optimal routes, frequency, or service hours.



Gateway suffers from a sub-standard pedestrian environment

As a hub for auto and transit transportation facilities, the GRC enjoys unsurpassed accessibility to the regional freeway and transit system. However, this leads to heavy volumes of both auto and transit traffic passing through the Gateway Regional Center. As a consequence many people living and working in Gateway feel overwhelmed by the magnitude of regional through-traffic and accompanying internal congestion.

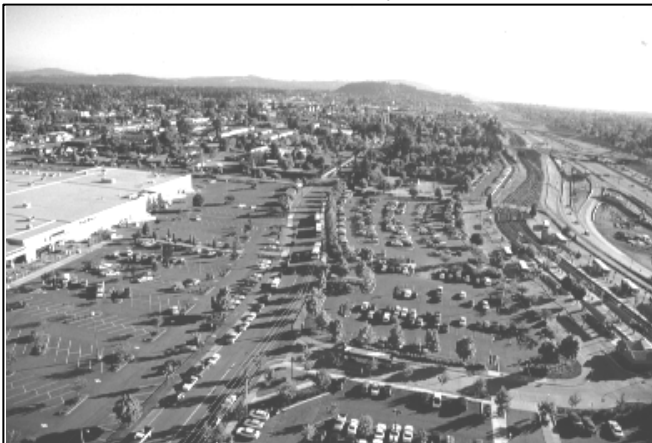
Over half the traffic on east-west arterial streets is non-local. Much of this pass-through traffic is accessing the freeways. Non-local east-west trips are expected to increase to seventy five percent by 2020. Non-local, through traffic does not add human or economic value to the GRC. It therefore does little to produce conditions favorable to regional center



Freeway bound traffic experiences long delays on NE Glisan

type development. The intersections of NE Glisan/102nd, NE Glisan/I-205 and SE Washington/I-205 are also major problem spots partially attributable to the proximity of I-205 and I-84. A 1993 study found that 10 of the 19 most accident-prone intersections in the city were between I-205 and SE 108th Avenue on SE Stark and Washington.

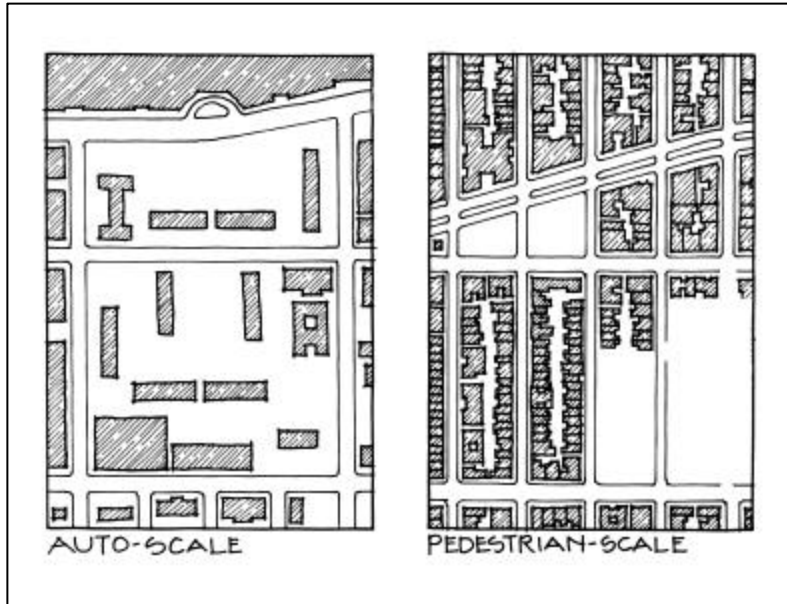
The 5-acre Gateway Transit Center is not only the most heavily used destination in the district, but is unquestionably the source of the most numerous grievances in the community. Over 1,000 cars park at the Transit Center and on nearby streets every weekday morning, leaving the GRC every weekday afternoon. Users of the Transit Center complain about difficulty in finding parking, accessing nearby businesses during rush hours, and safety issues such as crossing NE 99th Avenue or walking through the lot in the evening. Adjacent property owners complain about park and riders using their lots, and many nearby streets are bumper-to-bumper with parked cars.



Surface parking abounds at the Gateway Transit Center and Gateway Shopping Center

Existing Conditions

More than 1,000 daily commuter trips would generate considerable traffic in any location, but here the impact is exacerbated by the Transit Center's poor accessibility. As commuters leave the Transit Center and make their way toward the freeways during the evening rush



Heavy automobile use requires land use characterized by parking lots, inefficient street patterns, and suburban style development

hour, traffic backs up on NE 99th, NE Glisan, NE Pacific, and NE 102nd. Tri-Met estimates that at least 63% of Gateway park and riders use the freeways for their commute and that approximately 30% come from the state of Washington. This is a factor that contributes to heavy congestion at every NE Glisan intersection between 102nd and the freeway. NE Pacific Street and 102nd also feel the effects of Park & Ride traffic. The imminent arrival of the Airport MAX line has heightened

the community's concerns about both traffic and parking.

Given the Gateway Regional Center's projected population and employment growth, judicious transportation and land use strategies are critical to the immediate and long range future of Gateway. Thoughtful redevelopment of the area will encourage residents, workers and visitors to choose alternative modes of travel. Less reliance on automobile use and more travel by transit, walking and biking would alleviate the congestion, safety, and access issues associated with automobile use. A shuttle between the north and south ends could also increase the use of transit within the GRC. The provision of new and expanded transit, pedestrian and bicycle facilities will help make the GRC more livable.



Dead-end streets are infrequently used by motorists, bicyclists, and pedestrians

The lack of connectivity in the GRC was noted by Opportunity Gateway participants as an issue that needed further study. Because many of the GRC's streets don't connect, trips are longer and more indirect. Walking and biking are discouraged, and there is more traffic on the few streets that do connect, for example, on the GRC's two north-south routes, 102nd

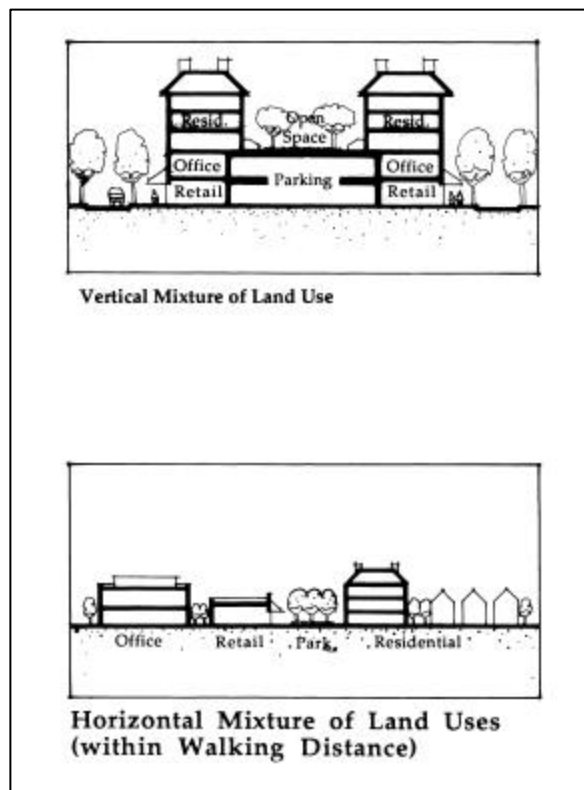
and 99th Avenue. Improved connectivity, as indicated in the illustration below, will result in more direct pedestrian and bicycle trips, reducing travel time and making these modes more competitive with the auto for certain trips in both time and cost. Travel time is one of the most powerful predictors for mode use.

Compared to other parts of Portland, the GRC's transportation capacity is excellent. And its proximity to major travel corridors is unmatched. However, these advantages don't necessarily lend themselves to the Regional Center vision. In fact, the GRC will develop as an efficient, functioning, livable regional center only when traffic demands are effectively managed. Changing travel patterns in the GRC, including both the mode of travel and travel routes, is going to be one of the most significant challenges in coming years.

Regulatory Framework

The regulatory framework for development in Gateway has been established through a composite of local and regional plans. The idea for the Gateway area as a potential Regional Center came out of the *Outer Southeast Community Plan* (OSECP), one goal of which was to prepare Outer Southeast Portland for 14,000 of the estimated 70,000 new households forecasted to move into Portland in 20 years time. The OSECP led to some rezoning in the Gateway Regional Center, allowing it a wide variety of uses permitted at relatively high densities.

The Gateway area is also discussed in the *Hazelwood Neighborhood Plan*. Members of the Hazelwood Neighborhood Association and other participants in the OSECP process recognized the appropriateness of the Regional Center designation for Gateway. In fact, the Hazelwood Plan stated that



“a major aspect of the Hazelwood “vision” is to seek a quality development of the Gateway area, including a mix of commercial, housing, and open space that will enhance both the economic potential and the livability of the entire Hazelwood community and establish the Gateway Regional Center as the major commercial and business center for East Portland.”

The Gateway area was officially designated a regional center in December 1994, when Metro adopted its *Region 2040 Growth Concept*, a 50-year outline for directing

Mixed use, either horizontal or vertical, is a key component to a Regional Center

Existing Conditions

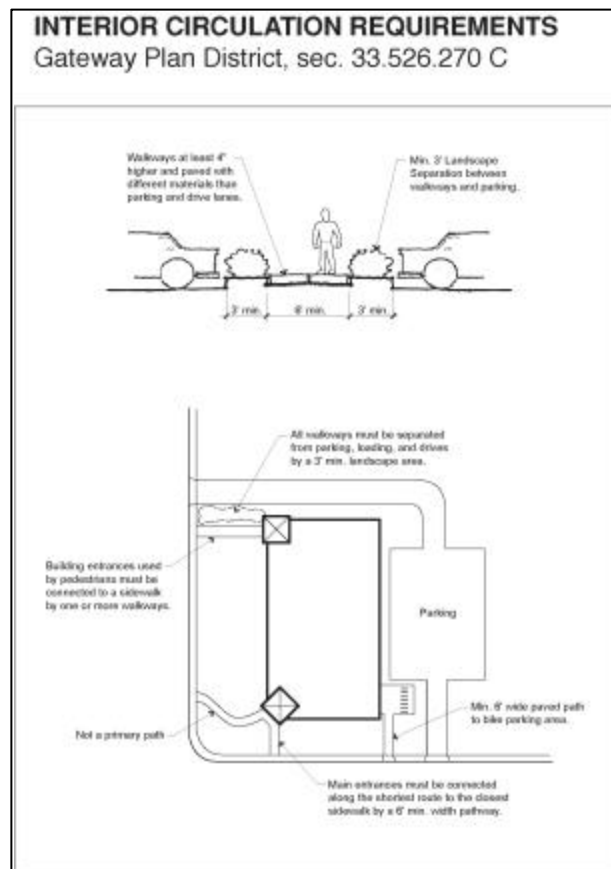
growth in the Portland metropolitan region. Metro defines regional centers as “areas of mixed residential and commercial use that serve hundreds of thousands of people and are easily accessible by different types of transit.” The Opportunity Gateway definition is similar: “An identifiable and walkable district that is easily accessible by a variety of transportation modes, and is regularly used by many people for diverse reasons.” Such reasons would include living, shopping, working, exercising, relaxing, eating, visiting, or attending school in the GRC. The illustrations to the left indicate two types of mixed land uses which encourage walking.

There are eight regional centers designated in Metro’s *Region 2040 Growth Concept*. The others are Gresham, Clackamas Town Center, Milwaukie, Oregon City, Beaverton, Hillsboro and Washington Square. Out of all eight regional centers, the Gateway Regional Center is the only one not anchored by a traditional downtown or super regional shopping center. It is instead distinguished by three unique characteristics:

- A strategic location roughly six miles from downtown Portland, downtown Gresham, Clackamas Town Center and Vancouver Mall;
- A multimillion dollar multi-modal transportation infrastructure, which increases its dwelling and employment capacity; and
- The community’s desire to concentrate growth in existing commercial areas with good transit access, instead of in neighborhoods and neighborhood centers.

The Gateway Plan District, which was created through the *Outer Southeast Community Plan*, is a special section of the Portland Zoning Code dedicated specifically to projects being built in the Gateway Regional Center and along the MAX line east of Gateway. The plan district specifically addresses mixed use, density and transit-supportive development. It encourages development that promotes greater pedestrian, transit and bicycle travel and attempts to ensure a mix of both housing and commercial development. Its standards promote the construction of wider sidewalks, pedestrian paths, bicycle routes, and pedestrian-friendly architecture.

Development in the GRC, like everywhere else in the City, is regulated by the Zoning Code and map and *Comprehensive Plan* designations. While



Existing Conditions

Gateway's zoning is a singularly important tool in changing development patterns from suburban to urban and the regulatory framework favors the Regional Center's evolution, it is the individual actions of property owners over time that will have the greatest impact on the area.

IV. The Concept Plan and Map

The Concept Plan Map, shown in large scale at the end of this report, is a vision of the future of the Gateway Regional Center and a critical step in creating a regional center at Gateway. It serves as a framework for policy decisions, a guide for private plans and developments, and a measure of certainty for adjacent residents that employment and housing growth will not encroach on their neighborhoods. It is an ongoing collaboration reflecting the collective ideas of property owners, neighborhood activists, the City, Metro, Tri-Met, private developers, architects, planners, and others.

These ideas are hoped to be so compelling that property owners and developers will adopt them, decision-makers will promote them, and citizens will champion them because of the profits they bring and value they add to the community over time. What the Concept Plan doesn't do is mandate that private property owners follow the ideas presented, either in this document or on the Concept Plan Map. Property owners always have the right to develop their property within the framework of existing codes and regulations.

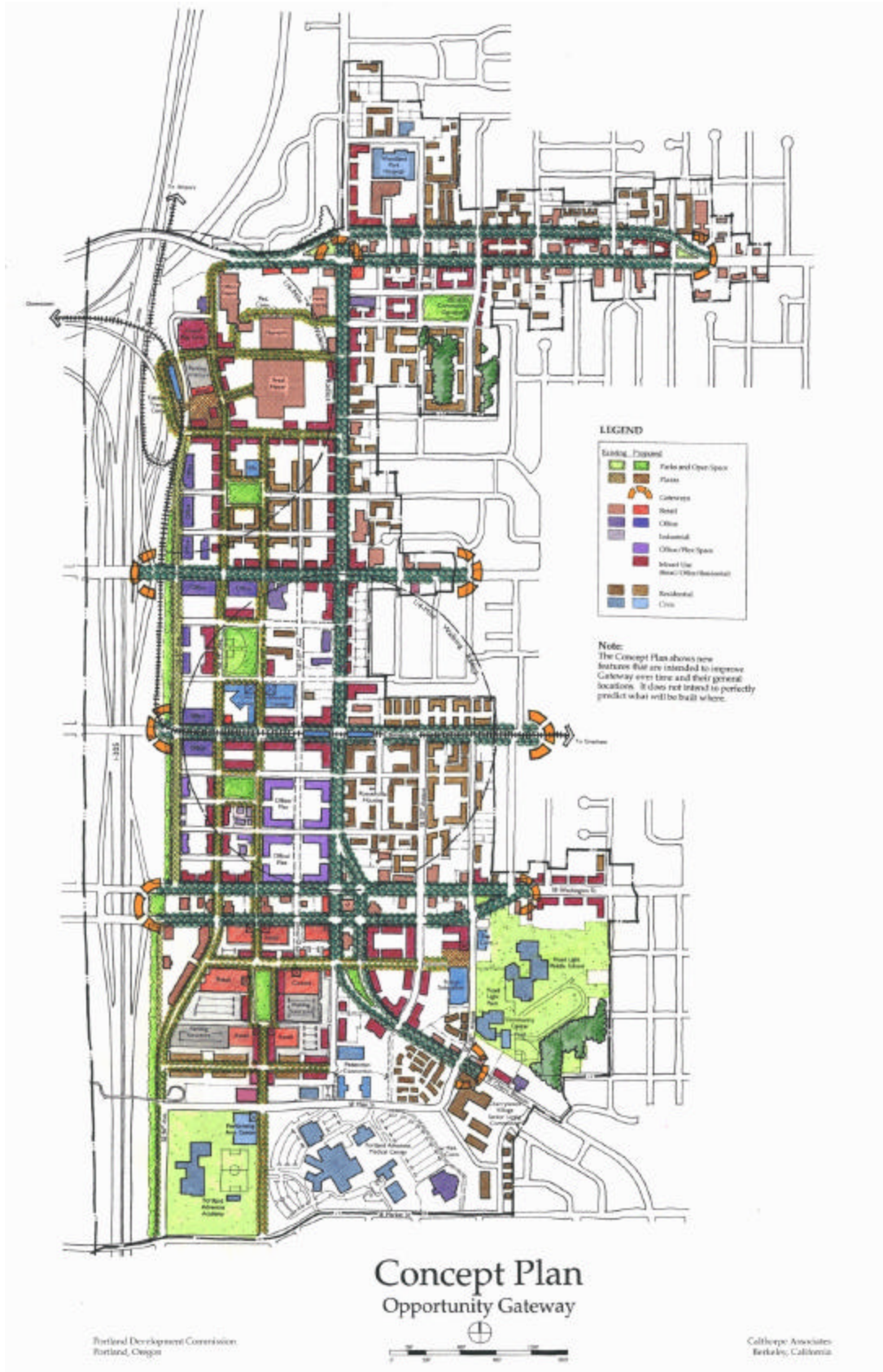
The Concept Plan Map is a picture of the Regional Center's redevelopment potential – a plan that reflects the stakeholders' most judicious optimism. It suggests a buildout situation (the Gateway Regional Center in 2019), without providing intermediate views. While the Plan affixes the buildings and parks to specific locations, the reality is that new construction will appear in other places, at different times, with different footprints. Although new streets and connections are clearly identified, they too are subject to the vagaries of redevelopment. It addresses transportation, open space and other land use issues in a way that respects the value of what's already there. It is rigid enough to be a statement of what is and is not desirable in the Regional Center, and flexible enough to be useful even as redevelopment circumstances change.

The Concept Plan Map is a picture of the Regional Center's redevelopment potential – a plan that reflects the stakeholders' most judicious optimism.

Yet, most importantly the Concept Plan Map is only a tool. It can be more easily ignored than implemented. No property owner, government agency, local tenant or federal program is required to help actualize the Plan. Making the Plan a reality is going to take the coordinated effort of many, people – many more, in fact, than contributed to its formation. The policies articulated in this plan would likely not be fulfilled without it and even with the plan, it still may not happen. But for those who believe in the development potential of the Gateway Regional Center, it is time to begin.

Understanding the Map

The map graphically depicts the vision described in this report. It shows existing features that are not likely to change over the next 20 years, as well as new ones that are intended to improve Gateway over time. *General locations are drawn conceptually. The map does not intend to predict what will actually be built where.*



The Concept Plan and Map

Many structures and developments that are expected to have long lives in the district, although renovations or additions may change them significantly are shown on the Plan Map, including:

- Russellville Commons
- East Portland Community Center
- Postal Substation
- Portland Adventist Med. Center
- Floyd Light Apartments
- East Portland Police Precinct
- Cherrywood Village
- Oregon College of Oriental Medicine
- Portland Adventist Academy
- Floyd Light Middle School
- Fred Meyer
- Mervyns complex
- Cascade Crossing
- Woodland Park Hospital
- Mall 205 Place

Although the Concept Plan Map assumes that the area from Pacific to Washington and from 102nd to I-205 will experience significant redevelopment, there are many structures and developments in this area that will likely remain, including:

- Elks Club
- Brim Office Building
- Professional Plaza 102
- Pacific Power Complex
- East Portland Imaging
- Aimco
- 99 East Center
- Holiday Inn Express

Many of the existing smaller-scale structures along the Stark/Washington and Halsey/Weidler couplets would also remain.

The Mall 205 site was recently purchased by new owners, who intend in the short term to retain the configuration of the current mall, upgrading the existing structure to give it a more contemporary “look.” At the same time, they have indicated an interest in changing the property if circumstances allow. The Concept Plan Map reflects this long-term vision for the property.

The map depicts a ¼-mile radius around both the Transit Center and the 102nd and Burnside station. Studies have shown that most people will walk ¼-mile to reach a transit stop. The map also depicts nine gateways, located at each entry to the Gateway Regional Center, including all major east-west roads, 102nd/Cherry Blossom, and MAX along Burnside.

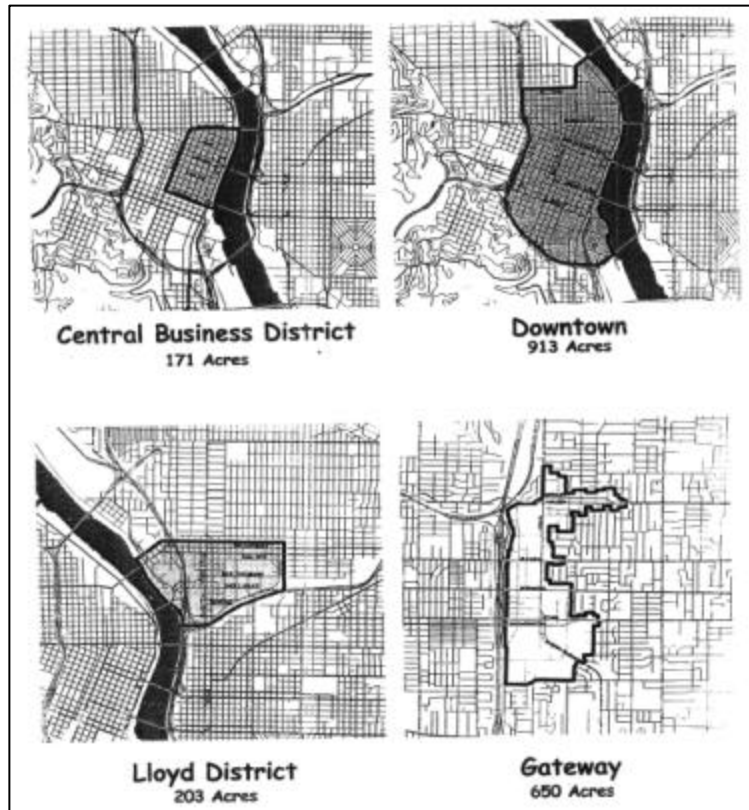
Design Philosophy and Key Strategies

The philosophy underlying the Concept Plan Map was simply to combine the local qualities and character most important to the Gateway community with the most highly regarded placemaking principles in the planning and design field. The first and most important design idea was to find ways to unify the GRC.

The GRC is almost as large as downtown Portland, as illustrated in the following page, but is more elongated in shape and is interrupted at regular intervals by wide, heavily-traveled streets. This suggested the need for linear design elements capable of overcoming barriers like NE Glisan, Burnside, and SE Stark/Washington. The Opportunity Gateway Concept looks to the creation of

beautiful, tree-lined streets to be a unifying design feature. All three major north-south roads contain greenery to varying degrees.

The Concept Plan Map's open space strategy includes the provision of visual, recreational and spatial relief that is required for maintaining livability in a relatively dense environment. The Gateway Regional Center is already considered park deficient based on City standards and will need about 20 acres of open space based on projected population and employment. Thus, the Concept includes small parks in each of the new "neighborhoods". Such parks might look like that illustrated below.



Open space is also provided through two hardscaped urban plazas, which are typical of urban centers and supportive of high levels of use. One of the plazas is located at existing Gateway Park and Ride and the other is an expansion of the small existing plaza due north of the East Portland Police Precinct. The open space around Floyd Light Middle School is protected and potentially improved with a playground or other recreational facilities. Tall firs are preserved; protecting existing trees was far and away the community's highest priority in the Opportunity Gateway planning process.



Well designed open space must be developed along with medium-high density housing in order to maintain a high degree of livability in regional or urban centers

While the open space strategy is key to providing the GRC with a coherent and attractive identity, the transportation strategy simply strives to make the GRC work better for all modes of travel. Two of the most important aspects of this strategy are improving street connectivity and creating smaller, more cohesive neighborhood blocks. Today, the GRC is almost completely out of

The Concept Plan and Map

compliance with the street spacing guidelines issued by Metro, which are set up to maximize the performance of local street networks. The benefit of increasing connectivity in the GRC is twofold: first, it encourages walking, bicycling and transit use by making this type of travel less circuitous and accommodating it on streets with less traffic. This will reduce the number of car trips generated within the Center and, to some extent, the number of trips made on the major streets. The second advantage is the organizing effect the connections have on the GRC. The Concept Plan Map calls for a traditional block configuration which, like the parks system, will help unify the Regional Center’s character. It will also give it a more urban order and consistency that will in turn help guide the design and development of future projects.

Some of the new connections proposed in the Concept Plan Map would greatly change existing circulation patterns. NE Multnomah between Fred Meyer’s and Mervyn’s at the Gateway Shopping Center is shown as a fully functional street, intended to help disperse traffic associated with the Transit Center. In the southern part of the GRC, several new public streets are introduced into the Mall 205 and Plaza 205 properties, breaking up what are now fields of parking. Pedestrian pathways connect important routes and destinations where full streets aren’t possible or appropriate, such as between SE 105th and the Medical Center.



This portion of NE Multnomah Street, which is a vacated public right of way, runs between Fred Meyer and Mervyn’s

Subareas and Attractions

Although the overarching goal of the Concept Plan Map is to create a coherent Regional Center from Weidler to Market, the current land use and zoning encourages the growth of discrete subareas or neighborhoods. Opportunity Gateway identifies four such areas: the Halsey-Weidler Main Street area, the Gateway Station area (North Gateway), the 102nd and Burnside Station area (Central Gateway), and the Employment District (South Gateway).

The **Halsey-Weidler Subarea** includes the areas adjacent to and north of these two streets. The Halsey-Weidler couplet has historically been Gateway’s commercial street and in 2019 will be home to almost every type of small business imaginable. The Concept Plan Map envisions improved street trees and lighting for the couplet, emphasizing the area as a main street of small and local shops, offices, and residences. Existing buildings and infrastructure will see substantial improvement over the years. With on-street parking and the street-orientation of the buildings, portions of the couplet are already very pedestrian-friendly. This quality, along with the outstanding visibility and accessibility provided by high traffic volumes, give the area tremendous potential for continued successful retail and service use.



Successful businesses and storefronts characterize this portion of NE Halsey near NE 102nd Avenue

The **Gateway Station Area** runs roughly from NE Halsey to NE Glisan. The area will continue to be anchored by the Transit Center and Shopping Center, but these two large properties will evolve over time. The Park and Ride is expected to remain, but not as a surface parking lot. Instead, commuters will leave their cars in a structured parking garage, which has retail on the ground floor and offices and/or a hotel above. With the development of mixed-use buildings and a public plaza at the Transit Center, Gateway Station takes on a completely different feel, becoming the “living room” for the GRC much like Pioneer Square downtown. In addition, with this being the junction of MAX and Airport MAX, many people will continue to move to this subarea specifically to take advantage of this great accessibility.

The blocks south of Pacific are zoned for high-density residential. The Plan shows new housing units with retail/service activities on the ground floor along 99th, NE Pacific, 102nd and NE Glisan.

The Elks Club stays in its current location, but its surrounding land holdings are redeveloped for new housing, much of it occupied by Elks members. The club’s parking is reconfigured so that a two-acre park can be created south of the building for members, guests, and the surrounding neighborhood. 99th Avenue has become a significant local street, and new office buildings are shown along the improved 97th Avenue. The Gateway Shopping Center property contributes to the up-and-coming neighborhood by establishing new accessways for cars and pedestrians, new buildings offering pedestrian-friendly retail and services, and a general upgrade of the center’s appearance.

The **102nd and Burnside Station Area** is located between NE Glisan and SE Stark and displays the most diversity and greatest amount of new development. The area is envisioned as a mixed area of office, flex space, housing and civic space. Most of the projects are anticipated to be of a smaller scale, given the size of the lots and the difficulty of consolidating property. However, two of the largest and most popular new attractions in the GRC are proposed for the 102nd/Burnside MAX station – an Education Center and Civic Center.



Phase I of Russellville Commons contains 282 units of market rate housing with interior green space and community amenities

The area also has the most new park area, with a 3-acre recreational park north of, and a passive, or quiet, park south of Burnside. The Prunedale Area retains some of its industrial flavor with the addition of office/flex buildings that serve both front and back office needs, and are attractive to many types of tenants. East of 102nd, Russellville Commons establishes a presence right at the corner of 102nd and Burnside, prompting additional mixed-use development on the other corners and anchoring this important intersection in the middle of the Regional Center.

The **Employment District** south of Stark/Washington refers specifically to the redesigned shopping center and the Adventist Medical Center. The mall is ultimately replaced with a mixed-use open air/main street design, with increased street connections, a central park block, and on-site housing. The Adventist Center develops its vacant property across SE Main Street east of the mall, between the SE 102nd/Cherry Blossom couplet, and in so doing, expands its employment base and pumps additional economic life into the district. Another civic cluster exists in South Gateway, with

The Concept Plan and Map

the East Portland Community Center, Police Precinct, Adventist Academy, Adventist Medical Center and Floyd Light Middle School. The Concept Plan Map adds one other exciting civic and cultural facility – a Performing Arts Center on the Adventist Academy campus, which serves both the school community and mid/east county as well.



The East Portland Community Center anchors the emerging civic cluster in Gateway's Employment District

Public Infrastructure Improvements

One final method for reading the Concept Plan Map is to classify the three types of public infrastructure improvements necessary to maintain and improve the livability of the GRC: parks, transportation, and civic buildings.

Parks: The City of Portland has designated the GRC as a park-deficient area. During the Opportunity Gateway process, residents stated that the need for more parks was a high priority. Accordingly, the Concept Plan Map illustrates five new parks, three of them between 99th and 100th between NE Pacific and SE Washington. Another is shown on the old Bingo Parlor site off 106th south of NE Halsey. The fifth would be part of a reconfigured Mall 205. The map also indicates a swimming pool on the Community Center site. Existing groves of large fir trees are envisioned to remain in their natural state.

Transportation: The Concept Plan Map illustrates a number of key transportation infrastructure improvements. As the major north-south arterial, 102nd Avenue is the spine of the district. The Gateway community wants to improve it by creating a boulevard to give the GRC a high quality, high profile identity. Changes to 99th Avenue will allow it to act as an additional north-south carrier, providing better access for development projects and creating a new local identity the length of the district.



102nd Avenue, Gateway's primary north-south street, carries approximately 24,000 cars per day

Major east-west streets are the major access streets and will always carry a great amount of through traffic. Improving these freeway access points will make arterials friendlier to local traffic, pedestrians and transit users. Better local north-south street connections and

improved connectivity within the two main large blocks will link together the two ends of the Regional Center.

The two light rail stations are focal points for the redevelopment strategy as reflected in the Concept Plan Map. At the Transit Center, the map shows structured mixed-use parking on the north part of the Tri-Met Park and Ride lot, a public plaza on its south side, and a combination

of residential, office, flex space, education and mixed use buildings throughout the entire Gateway station area, including additional green space.

Civic Buildings: The largest area shown on the map for civic improvements is the north side of the intersection of 99th and Burnside. Participants in the Opportunity Gateway process indicated interest in creating a performing arts center, educational center, and perhaps a government center within the GRC. Another civic use is the possible performing arts center at Portland Adventist Academy, which would be constructed primarily for the use of the school's students but could be available for public use as well.

V. Making it Happen: The Redevelopment Strategy

The Opportunity Gateway Concept Plan illustrates what the Gateway Regional Center could become - the buildings, streets, parks, transit service, and attractions that could make it a wonderful place. The Redevelopment Strategy explains how these improvements could be made. The currency of the Concept Plan is good ideas, but good ideas are useless with a strategy to implement them.

The Opportunity Gateway process has helped identify five measures that if implemented, will greatly enhance Gateway's Regional Center prospects. These measures are:

- Broaden community involvement;
- Undertake select improvements immediately;
- Capitalize on design review;
- Lever the 1999-2001 work program; and
- Implement redevelopment in phases.

Broaden Community Involvement

A number of things are about to happen in the Gateway Regional Center. During the next eighteen months, the transportation infrastructure will be studied in depth and proposals for specific improvements will be made. The Airport Max line will be completed. Certain zones and code standards will be re-evaluated. Several private developments are being proposed.

To successfully carry out the community's role in these activities, it will be essential to broaden community involvement. The primary goals for doing so are to expand leadership in the Regional Center and its surrounding neighborhoods, and to encourage informed public participation. A Community Leadership Work Group should be convened to undertake the following:

- Identify stakeholders within the Regional Center and its surrounding communities, including residents, business owners, property owners, and community organizations;
- Inform and engage these stakeholders through panel discussions, workshops, public presentations, and printed media;
- Recruit individuals and organizations who will actively participate in public processes such as design review, transportation improvement funding, and council decision-making; and
- Recruit individuals and organizations to champion specific Regional Center projects and objectives.

Undertake Selected Improvements Immediately

The Regional Center concept needs a jump-start. It is essential, after nearly three years of planning, that visible projects be completed – projects that reflect both the community’s desires and the Regional Center concept. Creating a new park, for example, or improving a congested intersection, will attract interest and support for the Regional Center, which is critically important to its future. Without successful projects to serve as examples, the Regional Center concept will remain largely abstract, ignored by doubting citizens and skeptical investors.

Five criteria have been identified for selecting immediate improvements for this purpose. Such improvements should:

- Be supported by the community;
- Be consistent with the Concept Plan;
- Make the greatest impact possible in terms of visibility and livability;
- Leverage private and public funding sources; and
- Be cost-effective

New housing construction is helping to set the stage, and the Airport MAX Line will certainly help capture attention for the Regional Center. But one or two immediate, highly successful projects are essential for turning the tide and setting the Regional Center off on a new course. A list of such projects would include:

- Realignment of NE 99th Avenue at NE Glisan to improve intersection performance;
- An Identity Enhancement Program, to include gateways, beautification of traffic islands, signage program, and landscaping of the I-205 berm;
- Development of a new park;
- Assembly of fragmented ownership into development-ready parcels to encourage immediate development;
- Development of an Education Center in coordination with PSU, MHCC, and other educational institutions; and
- Redevelopment of the Transit Center to improve access and parking and add commercial and civic activity.

It is important to maximize the impact of these initial projects. Throughout Opportunity Gateway, the Transit Center and the nearby intersection at NE 99th Avenue and NE Pacific have been identified as high priorities. Those participating in Opportunity Gateway believe that fundamental changes in the Transit Center are badly needed, and privately-funded mixed-use development including housing, entertainment, retail, educational and civic components is both highly desirable and feasible in this area. Although these goals are in many ways long term in nature, immediate

The Redevelopment Strategy

actions should be taken to assist Transit Center redevelopment and encourage this kind of private investment.

Capitalize on Design Review

The Gateway community has a powerful tool at its disposal to help influence the look and feel of future development in the Regional Center. This tool is the design overlay zone, which requires that all new development and some redevelopment either comply with the Community Design Standards or go through a design review process. In this process, designs are reviewed for:

- Architectural compatibility, building placement, and massing of new construction and exterior changes;
- Assurance that new development and changes enhance the surrounding areas and the environment for pedestrians; and

The design review process provides the opportunity for public evaluation of building and site designs. All projects required to undertake the design review process in the Regional Center must contact the appropriate neighborhood association to offer an opportunity for evaluation. Active community participation in development design can and should occur through this process. The community should view itself a partner with the private and public sector on nearly every project proposed in the district. Within the two tracks for design review, community members may:

- Raise design issues of concern with developers using the Community Design Standards, as there may be instances whereby the developer is willing to change or modify the design;
- Prioritize design elements with developers using the Community Design Guidelines.

Community Design Guidelines are the basis for decisions about design and a means for the community to learn more about design through reading or talking with others. A helpful resource for neighborhood associations is Portland Community Design's booklet, *Building Blocks for Outer Southeast Neighborhoods*. Through participation in the design review process, the community can influence the Regional Center's appearance in years to come.

The Opportunity Gateway planning process has resulted in a recommendation by the community that design review be strengthened in the GRC. This will be considered during the next year in conjunction with other code and zoning refinements.

Lever the 1999-2001 Work Program

A number of issues that arose during the Opportunity Gateway process are still under study. Most of these issues pertain to transportation, but they also encompass education, parks, design, zoning, and development standards. The City of Portland and engaged citizens and stakeholders are addressing many of these through the 1999-2001 work program. Within the context of this work,

there is an opportunity to focus on how to make things happen in the Regional Center, and to develop detailed implementation strategies.

The Work Program is briefly summarized here for reference (see also Appendix 6).

Portland Development Commission:

- Continue overall project management of the Opportunity Gateway program and related activities;
- Evaluate, along with Tri-Met, Metro and PDOT, options for redevelopment at the transit center;
- Coordinate efforts between Mount Hood Community College and Portland State University to create an educational presence in Gateway; and
- Assess impacts of Regional Center redevelopment to local school systems.

Portland Office of Transportation (in conjunction with Tri-Met):

- Evaluate alternatives to reduce the impact of regional through traffic on the Gateway Regional Center;
- Evaluate current service to the Gateway Transit Center;
- Consider parking alternatives for the Gateway Park and Ride; and
- Study implementation options for street connectivity.

Portland Office of Transportation:

- Develop a set of design standards to transform 102nd Avenue into a regional boulevard;
- Prepare a traffic management plan;
- Develop street design standards for future local streets; and
- Examine alternatives to reducing the impact of regional through traffic on the GRC.

Bureau of Parks and Recreation:

- Explore strategies, potential locations, and potential funding sources for property acquisition; and

The Redevelopment Strategy

- Prepare a report summarizing the use and possible phasing of parks and open space in the Regional Center.

Bureau of Planning:

- Reevaluate certain elements of Title 33.526 (Gateway Plan District);
- Reconsider certain zoning designations within the area currently designated as EX in the Comprehensive Plan; and
- Refine design review

Undertake Redevelopment in Phases

The Concept Plan Map is an illustration of the Regional Center in full-bloom. In many ways, it is more helpful to consider the stages the GRC will pass through on its way to the 2019 vision. The phasing approach makes realization of the concept feasible and manageable. It establishes priority sites and projects for the community and City. It can also serve as a timeline against which Gateway's progress can be measured.

The Opportunity Gateway Redevelopment Strategy proposes three phases for redevelopment:

- Phase One, years 1 – 5: projects that are already being examined for redevelopment or are key improvements necessary to upgrade the existing infrastructure;
- Phase Two, years 6 – 10: projects that would build upon Phase 1 activity;
- Phase Three, years 11 – 20: projects that will require several years of market maturity and significant reinvestment within the GRC .

The phasing strategy lays out preliminary priorities for the Gateway Regional Center. For instance, the Gateway Transit Center was deemed a high-priority location, due to its potential for redevelopment and the community's high level of frustration with its current operations. Thus the improvements at and around the Transit Center are considered to be Phase One projects, or projects that should be undertaken in the next five years. Phase One also includes projects on highly attractive sites (e.g. larger parcels) that might be developed as less desirable uses if not acted upon in the near term.

Second and third phase projects are less clearly defined and their exact phasing is not as critical. Generally, second phase projects are those that are less important today but will become so with the implementation of the Phase One projects. These would include for example, projects that are known to be infeasible in the short term, such as Mall 205's wholesale makeover. Third phase projects are clearly long-term objectives. The creation of NE 101st Avenue, for example, is unlikely to happen before 20 years time, but is an important project nonetheless. It is, therefore, included in Phase Three. A more detailed discussion of phasing is included in Appendix 1 and 2.

Conclusion

Through the Opportunity Gateway process, representatives of this community have set out to help determine Gateway's future. They have already achieved a vision that can meet the needs of both existing residents and those yet to come. They have fashioned a redevelopment strategy that seeks to make maximum leverage of the tools available to them. And they continue to engage the broader community in a discussion of important issues.

The conversation about implementation has only recently begun. And yet it is clear to everyone associated with Opportunity Gateway that the most immediate challenge facing the district is no longer about defining Gateway's future; it is now a matter of finding ways to make the best possible future happen.

Appendix 1 Capital Improvements Plan Summary

As part of the 1997-99 Opportunity Gateway project, consultants prepared a Capital Improvements Plan based on the Concept Map. The cost estimates include infrastructure improvements, traffic studies and park costs. Costs are prepared by phases, by subarea, and, for transportation improvements, by types of streets. This appendix identifies only costs by phases.

Phase 1: 2000 – 2005

Total cost:	\$6,630,713.00
Transportation:	\$5,630,000
Parks:	1,000,713

Examples of potential projects: open space acquisition (NE corner of Wasco & 106th, Transit Center, traffic island at Halsey/102nd); improvements to 99th to include realignment of 99th and Glisan, selective connectivity improvements to local street grid, pedestrian path through Gateway Shopping Center, land acquisition

Phase 2: 2006 – 2010

Total cost:	\$42,011,613.00
Transportation;	\$24,630,000
Parks:	17,381,613

Examples of potential projects: development of linear pathway along 97th; street improvements to 102nd, continued connectivity improvements to local street grid, street lighting, neighborhood parks on 99th and Mall 205, swimming pool at community center

Phase 3: 2011 – 2020

Total cost:	\$46,982,075.00
Transportation:	\$31,760,000
Parks:	15,222,075

Examples of potential projects: continued connectivity improvements to local street grid, continued improvements to unimproved streets, neighborhood parks on 99th north and south of Burnside

Over a twenty year period, the total cost, given this particular CIP list, could approach \$96 million.

Appendix 2 Opportunity Gateway Development Program

The development program, shown in Table 1, identifies the quantity and type of development that is appropriate under the concept plan and feasible in the Gateway market in the near, medium and long terms. The program is based upon a set of assumptions for market activity and public direction and is not meant to be prescriptive. Rather, it will serve as a rough guide for future development and related issues in transportation and employment.

The development program was informed by both community input and consultant analysis as embodied in the Opportunity Gateway Concept Plan, Gateway Regional Center Economic Analysis, Gateway Regional Center Street Connectivity Plan, etc.

Using a geographic information system (GIS), the method began with an assessment of opportunity sites, as identified by their relatively low property values. From this inventory, acreage for parks and civic uses (as proposed by the concept plan) was deducted to limit calculations to only incremental, market-driven redevelopment opportunity sites. The remaining acreage was then assumed to redevelop into land uses directed by the concept plan and at densities expected in a typical regional center.

Land uses include a mix of about 2/3 housing or office with 1/3 commercial (mostly ground floor retail). Residential densities were estimated at 30 dwelling units per acre for multi-family properties. Total floor space to site area was set at 0.35 for stand-alone commercial and office/flex; and 0.5-0.6 for mixed use. These are consistent with public workshop recommendations and comply with Metro's guidelines for minimum density (60 persons per acre).

These estimates were adjusted to projected demand for the Gateway market (see GRC Market Analysis) and thereby also assigned to three phases: Phase 1: years 1-3*; Phase 2: years 4-10; and Phase 3: years 11-20. Public infrastructure assumptions for each of these phases are described below.

Phase 1: Years 1-3*. Public involvement is limited to high-priority street connections and high-priority open space improvements. Redevelopment is assumed only on high-priority opportunity sites. Uses critical to the success of the development concept, such as the cinema and catalyst office sites, are also assumed to be initiated during this phase if feasible from a market standpoint.

Phase 2 (2A): Years 4-10. Enhanced funding and implementation tools allow some medium-priority street connections to be made and some additional open space to be developed. Redevelopment is targeted to uses with short-term market potential.

Phase 3 (2B): Years 11-20. Same assumptions as Phase 2A, but the program includes uses with longer-term market potential. Longer-term goals for street connectivity are assumed. This phase assumes full build-out of the improved circulation and open space network.

Appendix 2 – Development Program

*The original time frame of Phase 1 used in the technical studies, but subsequently changed to 1-5 years.

The development program quantifies the new development shown in the Concept Plan Map. This new development is based on the City's priorities, community input, interest group recommendations, and the redevelopment potential of specific sites in the district. The development program was created by estimating the approximate square footage of various types of development considered in the concept plan.

The square footage ranges estimated by the consultant assumed that all the redevelopment sites would redevelop at fairly high densities and all other sites would remain in their current use. For programming purposes, new uses were assigned to redevelopment sites in accordance with the concept plan. For some new uses, such as hotel and cinema, development square footages were based directly on the concept plan, guided by market analysis. For other uses, such as residential, office and mixed-use, redevelopment is assumed to be largely incremental and market-driven. For these uses, the consultant generated a range of square footages, based on varying assumptions about floor-area-ratios and mix of uses in new mixed-use buildings.

Using a geographic information system (GIS), the areas of proposed new streets and parks were deducted from the redevelopment site acreages, and the square footage of existing buildings lost to redevelopment was deducted from the redevelopment square footage, yielding a net increase in square footage for each use. Assessor's records were used for the square footage and current land use of the existing properties. It should be noted that assessor's records for building square footage, although they are the best available information for existing uses, are often inaccurate.

Based on the Opportunity Gateway phasing scenario and the anticipated demand for various uses in the district, the economic consultant then refined the square footage estimates. The ratios applied were: a) the lesser of the originally estimated number or 30 du/acre for multi-family; b) 0.35 FAR for stand-alone commercial and office/flex; and c) 0.5 FAR for office and mixed use (except in the South subarea, where mixed use was indicated at 0.6). For purposes of transportation planning, the economic consultant also estimated employment associated with this net gain in development, based on the employment density ratios indicated.

The economic consultant then compared the refined square footages with the market analysis to assure the adequacy of indicated market support. For multifamily and commercial development, the results are well within anticipated market potential. For office development, the program is pushing the upper end of market demand, in effect assuming annual average absorption over 20 years of 75-80,000 square feet per year. The consultant did not previously evaluate flex/office in any detail but would anticipate reasonable market interest. A key question beyond the scope of this analysis is whether site assembly and cost of site acquisition in the Central Subarea is consistent with financial feasibility for a lower density flex/office product.

New parks and other public facilities were also proposed for each subarea. Estimated square footages for existing and new civic uses are also included in the detailed program calculations for each subarea.

Table 1. New Development by Project Phasing -- Most Likely Scenario

Use	Subarea			Total	
	Halsey-Weidler	North	Central		South
A. Space Totals over 20 Years					
Commercial (SF)	20,000	50,000	-	40,000	110,000
Office (SF)	-	430,000	320,000	-	750,000
Office/Flex (SF)	-	-	280,000	-	280,000
Civic (SF)	-	-	50,000	57,000	107,000
Multifamily (du)	160	530	570	330	1,590
B. Added Job Totals over 20 Years					
Commercial (@ 1/333 SF)	60	150	-	120	330
Office (@ 1/250 SF)	-	1,720	1,280	-	3,000
Office/Flex (@ 1/350 SF)	-	-	800	-	800
Civic (@ 1.5/1,000 SF)	-	-	75	86	161
Multifamily (@ 1/17 DU)	9	31	34	19	94
Total Added Employment	69	1,901	2,189	225	4,384
C. Added Space by Phases					
Commercial (SF)					
--Years 1-3	-	10,000	-	-	10,000
--Years 4-10	20,000	10,000	-	60,000	90,000
--Years 11-20	-	-	-	-	-
--Subtotal Years 1-20	20,000	20,000	-	60,000	100,000
Office (SF)					
--Years 1-3	-	60,000	30,000	-	90,000
--Years 4-10	-	150,000	90,000	-	240,000
--Years 11-20	-	250,000	200,000	-	450,000
--Subtotal Years 1-20	-	460,000	320,000	-	780,000
Office/Flex (SF)					
--Years 1-3	-	-	30,000	-	30,000
--Years 4-10	-	-	100,000	-	100,000
--Years 11-20	-	-	150,000	-	150,000
--Subtotal Years 1-20	-	-	280,000	-	280,000
Civic (SF)					
--Years 1-3	-	-	-	7,000	7,000
--Years 4-10	-	-	50,000	50,000	100,000
--Years 11-20	-	-	-	-	-
--Subtotal Years 1-20	-	-	50,000	57,000	107,000
Multifamily (du)					
--Years 1-3	-	75	75	-	150
--Years 4-10	50	90	90	370	600
--Years 11-20	110	305	405	-	820
--Subtotal Years 1-20	160	470	570	370	1,570
Hotel (rooms)					
--Years 1-3	-	125	-	-	125
--Years 4-10	-	125	-	-	125
--Subtotal Years 1-20	-	250	-	-	250

Source: E. D. Hovee & Company from Calthorpe Associates

Appendix 3 1998 Economic Analysis for the Gateway Regional Center

Demographic Characteristics and Trends

- With an estimated 4,062 residents as of 1996, the greater Gateway study area accounts for only 0.3% of the 1.6 million of the Portland metropolitan area. Study area population actually declined (by about 1%) during the decade of the 1980s, but appears to have rebounded back to its 1980 level during the 1990s.
- The potential market area (or customer base) served by the Gateway Regional Center is considerably larger than the number of persons living directly in the study area. More than 15,300 households (as of 1996) are within a one-mile ring, and 65,200 residents are within two miles. Population within a five-mile ring increases to almost 350,000 – representing 22% of the population in the Portland metropolitan area.
- Recent analysis for the Opportunity Gateway boundary indicates a Metro projected increase of 334 residents through 2017.
- Household size has been somewhat above the City of Portland average. Contrary to national and regional trends, average household size in the Gateway appears to have increased somewhat to 2.33 persons per household as of 1996.
- The greater Gateway study area has had a somewhat higher proportion of households with children under 18 than is true throughout the City of Portland. Somewhat paradoxically, the number of children under 18 as a percentage of total population is just below the citywide average.
- Compared to the rest of the city, Gateway has had relatively high proportions of population in the age categories of 35-64 and 65 and over.
- Households in the study area have a somewhat greater propensity to drive alone and less orientation to transit use than is the case regionally. However the propensity to use transit for work-related trips is greater than for the rest of east Multnomah County.
- Most of the residential housing stock in the study area (78% of all units as of the 1990 census) was built in the three decades from 1950-1980. Less than 5% of units were constructed post-1980.

For purposes of the Opportunity Gateway, it is noteworthy that Metro has forecast relatively strong growth in the number of households through 2015. As a regional center, it can be expected that demographics of new residents will be more diverse than what is indicated by the current profile. In particular, higher density residential likely will be accompanied by

Appendix 3 – Economic Analysis

smaller households. And there may be an opportunity to capture younger work age adults who currently are underrepresented in the area.

Economic Characteristics and Trends

- As of 1994, the greater Gateway study area had a far larger employment than residential base. Over 12,450 work in an area which contains fewer than 1,600 households.
- Major employers located in the greater Gateway area include health care and commercial retail service-related activities. There also are some (primarily smaller) industrial employers located west of 102nd Avenue, particularly between Burnside and SE Stark.
- Gateway's 1994 employment base represents 1.3% of all jobs in the region. Unlike the residential forecast, study area employment is projected by Metro to increase by only 27% (to just under 15,900) jobs between 1994-2015. By comparison, employment regionally is expected to increase by 56%.
- As of 1996, median income of Gateway study area households was just under \$32,200, \$1,000 below a citywide median of \$33,200.
- Household incomes increase somewhat as one moves out into wider market rings that might be served by commercial businesses in the Gateway area. Median household income is only \$31,050 at the one-mile, but \$33,740 at two-mile and \$33,550 at the five-mile ring. Projections for the year 2001 indicate that the highest median income will be at the five-mile ring. From a retail perspective, this suggests a strategy to serve as a trade area for this larger population base.

Study area incomes and demographics indicate lower potentials for consumer spending than could be expected for other areas of Portland. Below-average household incomes also will affect the mix of retail and services businesses that this market can support. We would see the potential for upscale specialty retail to be particularly limited unless a broader mix of household income levels can be attracted.

Even with the added residential development forecast by Metro, the immediate study area population base will be too small to support the existing commercial base (which already draws from a wider market area). Significant restructuring or expansion of commercial development is clearly dependent on strategic positioning to serve a larger mid-east county trade area.

Residential Characteristics and Trends

Key observations gleaned from existing data and the recent market analysis can be distinguished for single-versus multifamily residential:

Single-Family Residential

- In the greater Gateway study area, permits for only six new single-family residential homes have been issued from 1990-1997. Average housing size is relatively small at less than 1,220 sq.ft/unit. Average value (as indicated with the building permit) is also relatively low at just over \$66,000 per home.
- In addition to limited new construction, the Gateway study area market for single-family residential development is relatively anemic from a pricing perspective. Over a two-year period, the median sales price of study area homes is just under \$99,000, 76% below the regionwide median of \$174,000.
- Relatively low values do suggest greater opportunity for transition to higher density development as envisioned for this regional center. A clear delineation of neighborhoods preserved for single-family use versus areas expected to transition to multifamily could be an important outcome of the implementation strategy.

Multifamily Residential

- The market for new multifamily construction has been more vigorous with permits issued for 16 projects totaling 89 residential units from 1990-1997. All but three projects were plexes (of 2-4 units each). The largest project involved only 30 units. Average value (based on permit application data) has been just under \$40,000 per unit.
- The pace of residential development activity has picked up dramatically just this year. Much of the housing is currently targeted to affordable and senior housing markets.
- Several of the developments also involve some form of public financial support. Incentive mechanisms include transit oriented development (TOD) tax abatement (available to the entire area), tax exempt bond financing, low income housing tax credits and PDC loans.
- In the absence of public tax and financing incentives, the existing resident profile may be in conflict with the higher rents that new construction will require to be financially feasible. This is particularly the case if higher densities are accompanied by tuck-under/structured parking, building elevators, integration of ground floor commercial, and/or a move from wood frame to concrete/steel construction.
- Multifamily senior housing may represent a particular area of opportunity. Leland has estimated there are almost 2,330 residents in the study area age 55 and over as of 1996. This represents an estimated 57% of study area population. Consequently, a variety of senior housing product types may be worth considering. These include market rate adult communities, congregate housing, share housing, life-care, retirement, continuing care, board and care, and skilled nursing units.

Appendix 3 – Economic Analysis

Whether or not the Gateway area continues to develop to serve the existing resident profile or shifts to also serve other market segments represents an important policy and planning decision for Opportunity Gateway. A strategy to begin to capture households with incomes above the city-wide median could serve to better balance the housing mix and support Gateway area commercial potentials.

A successful residential program undoubtedly will need to appeal to a variety of market segments—some already in Gateway and others yet to be captured:

- Well-designed, more urban-scale residential could offer improved housing choices for existing residents—including seniors and those desiring a more diverse mix of housing choices.
- Housing products should appeal to a broader set of mid/east county market demographics—including younger adults, more upscale residents, and persons making housing choices for proximity both to the Central City and the airport via MAX.
- It likely will be important to deliver a mix of condominium as well as for-rent product to a cost-sensitive market ranging between perhaps 60-120% of median income.
- A more balanced range of housing product offers opportunity to increase Gateway area household incomes, supporting amenity improvements as well as stronger commercial retail and service support activities. Much of the success of transit oriented development will depend on attracting households that have a choice of alternative commute modes—to choose transit.

Summary Observations: The ability to effect higher density urban scale residential development in the Gateway regional center can be facilitated by: (a) orientation to market segments not currently served; and (b) active public efforts to alter existing private realtor/developer perceptions of Gateway as a marketable residential community.

To achieve economies of scale for suburban apartment developments, it is important to identify sites capable of accommodating projects of 150+ units. Premier sites will be those directly adjacent or in immediate proximity to light rail stations. Given the relatively fragmented nature of property ownership (especially along light rail), a public role in site assembly could become important.

There also may be a public sector role to encourage development of a balanced range of residential types including both apartment and ownership products. Recent new housing development activity indicates that the Gateway area can attract investor and developer interest. Opportunity Gateway can facilitate this interest by broadening the product mix focusing on TOD sites and providing linkages to local retail, service and job opportunities.

Retail and Related Service Commercial

Metro has defined nine regional centers for the tri-county area of Multnomah, Washington and Clackamas Counties. Unlike Metro’s other designated regional centers, Gateway was developed with a variety of subregional community, neighborhood and associated commercial strip centers in the early suburban motif. An important challenge uniquely posited for Gateway is whether this aging suburban prototype can—over time—be transformed into a truly urban, high-density, mixed-use and vibrant retail experience.

Retail Characteristics & Trends: The mid/east Multnomah County area currently appears to be relatively well served with retail space. However, in the absence of a major regional or super regional shopping center, the market has become relatively fragmented with a large number of smaller community, neighborhood and strip centers:

- The mid-county market appears to be relatively well served with retail space. This subarea has close to 5% of the region’s competitive retail space versus a similar 5% share of metro area population.
- The mid-county market is also relatively well served by neighborhood and specialty centers but underserved with regional retail (i.e. no regional or super regional malls).
- Retail vacancy rates in mid-Multnomah County remain relatively low (at 2% for year-end 1997), versus 4.2% regionwide. Mid-county retail vacancies consistently have been below those of the metro area, albeit with only modest levels of new construction as a result.
- Growth potential for this market is stronger than may be readily apparent. The number of households in mid-county is expected to increase by 39% from 1994-2015 versus a 52% increase for the entire Portland metro area.

The mid-Multnomah County market currently appears to be relatively well served currently for all forms of retail activity (except regional centers with major department store and/or big box anchors). Moderate levels of mid-county residential population forecast indicate reasonable opportunity for new development on the horizon. Existing older centers also are expected to be under continued pressure to reconfigure in order to remain competitive.

One significant retail opportunity that Gateway may offer is development of a larger regional or super regional (1+ million square feet) center to serve the entire mid/east Multnomah county market. If sufficient land could be secured, Gateway would offer greatly improved prospects for a regional center due superior transportation accessibility (freeway and light rail) and the possibility to capture a larger trade area population.

Appendix 3 – Economic Analysis

Office Development

The entire mid/east Multnomah County area has been a relatively minor player in the region's office market, particularly for Class A office space. A question is whether Gateway's position as a Metro-designated regional center with significant freeway and transit access advantages provides a similar opportunity to emerge as a competitive player for new office development.

Office Characteristics & Trends: The area maintains a low profile office presence with virtually no Class A space but healthy occupancies for available office space indicating potential latent demand:

- A prior analysis indicated that the mid-county market had less than 1% of the region's office space inventory as of 1995. More recent data indicates that little has changed in the last two to three years.
- Due in large part to limited supply, the office vacancy rate is only 1.8%, well below the Metro average of 5.2% (as of year-end 1997). More so than with retail, it is apparent that the development community has not yet stepped forward to take advantage of: (a) latent office demand; and (b) opportunity to serve a large resident work force with office jobs closer to places of residence.

As with retail, Gateway offers considerable potential as a resource for office development to better serve the labor market of the entire east Multnomah County area. Taken together, mid-county and east county/Gresham comprise 12% of metro area population but only 1% of the region's competitive office inventory.

Despite the long-term prospects that Gateway presents for office development, near-term potentials may be limited by absence of a track record for existing development combined with the Portland International Center as an emerging mid/east county office site of choice over the next one to two decades.

However, an appropriate strategy may be to position Gateway as a distinctive market niche for smaller scale, fee owned office developments in the near term. Subsequently, Gateway can be repositioned for the next wave of larger scale east Portland office development—with significant investment activity possible by about 2010. Momentum for this approach could be established by facilitating the development of one or two initial Class A pioneering developments in Gateway over the coming decade.

Appendix 4 Open Space

Overview

The following analysis of current and future open space needs for the Gateway Regional Center has been developed based on Park Futures: A Master Plan for Portland’s Park System and direct input from Portland Parks Staff on recognized deficiencies within the study area. Standards were developed from citywide averages and existing open space studies for other growth centers in the city. The intent of this document is to focus on the specific needs of the Gateway Regional Center, though some recommendations may provide direct benefits to a larger service area. Calculations of open space acreage needs were developed from the citywide average of open space availability, but the final recommendation for total future expansion provides for a target acreage range.

Inventory of Existing Facilities

There are a limited number of existing facilities available for public use within the Gateway District, as illustrated in Table I. Schools in the neighborhood provide for some of these needs.

1. Parks and Schools. Table I is a summary of the neighborhood park facilities available within one half-mile and community park facilities available within two miles. Table II is a summary of school facilities open to the public on weekends and after hours within one half-mile. These distances are based on the service areas defined for each park designation in Park Futures. Existing park facilities and open spaces near Gateway will work in concert with parks developed within the Gateway District to satisfy the current and future needs of area residences and businesses.
2. Other Facilities Community Centers. East Portland Community Center, located within the Gateway District, is one of 14 Portland Parks community centers within the City of Portland and the only community center east of Interstate 205. Montavilla Community Center is also located within 2 miles of the Gateway District.
3. Pools. Montavilla Pool, one of 12 public pools (4 indoor, 8 outdoor) serving the City of Portland, is an outdoor facility and is the only pool in this east-side area. Its location is three quarters of a mile from the central eastern edge of the Gateway District. This facility provides the Gateway District with a better than average level of service for public outdoor swimming pools as compared to most of Portland. Access to an indoor pool is lacking.

Appendix 4 – Open Space

TABLE I: PARK FACILITIES SERVING THE GATEWAY DISTRICT

Park (Italicized parks are located within the Gateway District)	Park Acreage	Lawn Area	Play Equipment	Picnic Tables	Group Shelter	Parking	Paved Paths	Basketball	Tennis	Soccer	Football	Softball	Baseball	Sports Lighting	Restrooms	Community	Swimming Pool	Schools
Neighborhood Parks (0.5 mile radius)																		
Ventura Park	7.25	Y		Y		Y	Y			1		1						Y
<i>Floyd Light Park</i>	5.01		F													Y		Y
Cherry Park	5.53	Y																
Cherry Blossom Park	0.91																	
Berrydale Park	6.54	Y	Y	Y						1		1						Y
Urban Plaza/Pocket/Roadside Open space (0.5 mile radius)																		
<i>Park 51</i>	0.41																	
Community Parks (2 mile radius)																		
Montavilla Park	9.48	Y	Y	Y	Y	Y	Y		1	1	1	2	F	Y	Y	Y	Y	
Knott Park	12.40	Y	Y	Y		Y	Y			3					Y			Y
Ed Benedict Park	10.50	Y	Y	Y		Y	Y	1		2					Y			

Note: F= Future

4. Community Gardens. No known community gardens are located in the study area. The nearest gardens are located at a) 90th and Taylor, and b) 162nd and Glisan. The latter is not a Portland Parks facility and will be closed in the near future due to pending development of the site. There are no known plans for new gardens in the foreseeable future. As the population grows, community gardens will be needed in order to provide gardening related recreational services in the area.

Since Portland’s city limits extend east to about 180th, the number of community centers and pools need to be increased in order to serve the east-side area, but, with the exception of community gardens and indoor pools, the Gateway District is currently served by the existing facilities.

Current Population and Demographics

After reviewing both the Hovee Report and population projections from the Metro Urban Growth Report, it is estimated that 4,383 people presently live in the district. According to the Hovee Report, the number of residents under the age of eighteen is slightly below the city-wide average, but the number of residents over the age of thirty-five is higher than the city-wide average. The average household size is estimated to be 2.27 residents (based on Metro projections).

The total number for non-farm employment is 13,124. The conversion for general use by employees rather than residences is .32 equivalent residents per employee. Thus the number equivalent number of residents represented by the total non-farm employment is 4,200.

Based on this information the total equivalent population present today is 8,583 residents.

Forecast of Future Population and Demographics

According to the Metro Urban Growth Report, 8,468 people are projected to live in the district in the year 2017. The average future household size is estimated to be 2.40 residents (based on Metro projections).

The Hovee Report projects that by the year 2015 the average household size will decrease as density increases and that the age distribution could level out with an increase in young working age adults of ages 19-34. No numbers, however, are associated with these projections.

The total number for non-farm employment is projected to be 16,032. The conversion for park use by employees rather than residences is .32 equivalent residents per employee; thus the number equivalent number of residents represented by the total non-farm employment is 5,131.

Based on this information and the projected future population discussed above, the total equivalent population projected for the year 2017 is 13,599 residents.

Present and Future Needs Analysis

The analysis of parks, open space, and facilities needs in the present and the future consists of three components.

- Acreage needs based on a comparison with citywide park space averages.
- Park type needs based on an analysis of parks that serve the study area.
- Facilities needs based on standards developed from citywide averages and/or for similar projects in the Portland area.

1. Acreage Needs. Table II shows a comparison between the Gateway District and citywide open space acreage per 1000 population. The majority of open space acreage is shared citywide in metropolitan, regional, and habitat parks. The evaluation of local parks only considers parks that are physically located within the study area. The citywide average for open space is estimated to be 18.72 acre/1000 residents, largely based on regional parks available to the entire City, rather than on a strong local system. Gateway has a current average of 17.23 acre/1000 residents, which translates to a current deficiency of 12.40 acres for the entire District. Based on the current distribution of

TABLE II. PARK/OPEN SPACE ACREAGE SUMMARY

Type of Park	Total Acres	Service Area	Population Served in 1998	City-wide (acre/1000)	Gateway District in 1998	Population Served in 2017	Gateway District in 2017
City Parks and Open Space							
Metropolitan Park	1,291	Entire city	512,220	2.52	2.52	-	2.52
Regional Park	486	30-60 minutes	512,220	0.95	0.95	-	0.95
Habitat/Natural	5,521	Entire city	512,220	12.06	12.06	-	12.06
Special (golf, etc.)	519	Entire city	512,220	1.07	1.07	-	1.07
Local Parks							
Urban	0.00	0.25 mile radius	8,538	0.00	0.00	13599	0.00
Neighborhood	5.01	0.5 mile radius or 10 minute walk	8,538	0.91	0.59	13599	0.37
Community Park	0.00	2.0 miles	8,538	1.07	0.00	13599	0.00
Urban Plaza/Pocket/Roadside	0.41	0.5 mile radius	8,538	0.14	0.05	13599	0.03
Total Acreage/1000				18.72	17.23		17.00

parks, the projection for Gateway in the year 2017 is 17.00 acre/1000 residents, which translates to a need for a total of 23.40 acres of additional park space in the future.

2. Neighborhood Parks. An analysis of service areas for existing parks in and around the Gateway District reveals a lack of neighborhood parks in the northern half of the District. Gateway's only existing neighborhood park is Floyd Light Park. This facility provides the Gateway District with below average acreage and service. There is a current need for a facility in the northern portion of the District and an anticipated need for an additional park in the central portion of the District in the future.
3. Urban Parks. There are no urban parks located within the Gateway District. These parks are generally smaller than neighborhood parks and are intended to provide small scale services and facilities in an urban context (e.g. playgrounds, park blocks, etc.). By 2017 the District may need several of these parks to fill in service gaps between larger parks.
4. Community Parks. There are no community parks located within the Gateway District, but three parks outside the District provide better than average access to community park facilities (Montavilla, Knott, and Ed Benedict Parks). All three parks are accessible by direct transportation routes from the District. No need for additional community parks is expected within the Gateway District due to the proximity of the three existing parks located outside of the boundary. The projected increase in population is not anticipated to generate the need for a new community park within the Gateway District boundary. Since the projected growth in Gateway will generate additional users in the facilities outside the District, it may be appropriate for Gateway to participate in funding for future Community Park improvements and expansion in the general area.
5. Urban/Pocket/Roadside Open spaces. Park 51 provides .41 acres of urban pocket type open space within the district. As the Gateway Regional Center develops the need for urban open spaces is expected to increase. These spaces can be designed to handle large numbers of people for walking, lunching, small gatherings, etc. The spaces could include fountains, plazas, gardens, and malls with seating and planting beds.

Facilities Needs. Facilities needs are shown in Table IV.

Since Gateway could benefit from the development of additional community parks and centers, community gardens, and pools to the north, south, and east of the Regional Center boundary, it may be appropriate for Gateway to participate in funding any future facilities in these areas.

Open Space and Redevelopment Potential

The Gateway District currently has limited opportunities for open space expansion on undeveloped land. There may be existing and future opportunities within the Gateway District to acquire and redevelop some parcels of land in that are currently public or private ownership for open space use. Specific criteria for redevelopment potential should be identified as part of any acquisition program developed for future open space expansion.

Appendix 4 – Open Space

Recommendations

1. Future Open Space Expansion. As the Gateway Regional Center develops 17.5 to 29.3 additional acres of open space will be needed to provide local open space availability at current citywide averages. A range has been recommended, rather than a fixed target, in order to allow flexibility in the development of new open space.
2. Neighborhood Park Development. There is a need for two neighborhood parks (2.5 acre to 10 acres in size). One park should be located near the north end of the District and another in the north central area of the district—areas which are not currently served by existing parks.
3. Urban Parks. The use of urban parks is recommended in the high-density residential areas. These smaller parks could provide spaces for playgrounds for children close to home. Urban parks should be located to fill in service gaps that remain between existing and future neighborhood parks.
4. Greenway Trail Recommended. A linear greenway trail is recommended along I-205. This trail would provide recreation opportunities and a multi-modal transportation experience not available along city streets. Access has been reviewed and opportunities have identified suggesting that this facility a feasible option.
5. Support for Existing Boundary Parks. Parks planning for the Gateway District should include supporting the continued development of nearby parks and facilities. The three community parks that serve the Gateway District are Montavilla, Ed Benedict, and Knott Parks. Neighborhood parks that serve residents at the edges of Gateway but are outside of the Gateway District boundary include Berrydale, Midland, Cherry Blossom, Ventura, and Cherry Parks. Improvements to these parks would benefit the Gateway District. Such improvements could include expansion through land acquisition and/or new and improved facilities.
6. Additional Parks Needed Outside the Boundary. The area between Glisan and Halsey west of 122nd also lacks local park service. A similar situation is noted for areas just outside of the District boundary, which warrants additional neighborhood park development, particularly to the east of the District. New neighborhood parks could be located to include portions of the Gateway District within their respective half-mile service radii.

It is hoped that this open space analysis will provide the framework for final decisions on development plans that will provide quality open space, well distributed and well planned to enhance the livability of the Gateway Regional Center.

Appendix 5 The Gateway Regional Center Transportation Plan

Introduction

Perhaps no single issue is of greater concern in Gateway than transportation. Although the District is served by ample regional transportation infrastructure, its local streets are inadequate for both internal circulation and regional through traffic. This situation necessitates planning to improve local conditions while capitalizing on Gateway's unsurpassed accessibility.

To address current issues in Gateway transportation and to strategize how Gateway should avail itself of transportation infrastructure, consultant Fehr & Peers Associates, Inc. was directed to produce the Gateway Regional Center Transportation Plan. The Plan contains the following:

- Evaluation of Existing Conditions: Analysis of data collected on current transportation facilities (roads, light rail, etc.) and travel behavior (route selection, mode choice, etc.).
- Development of Transportation Analysis Tools (traffic projections): Modeling of traffic impacts related to the Opportunity Gateway Concept Plan, including trip distribution, future base traffic volumes, through traffic, etc.
- Analysis of Preferred Concept Land Use Plan: Assessment of traffic generated by full implementation of the Concept Plan.
- Congestion Management Plan: Evaluation of potential transportation improvements and their impact on levels of service. Recommendations for strategic transportation improvements.
- Street Connectivity Plan: Identification of priority connections based upon the location of opportunity sites and land values.
- Mode Split Analysis: Analysis and projection of various means of transport including carpools, driving alone, transit, biking and walking.
- Parking Analysis: Evaluation of parking supply and demand considering current and expected land use components (commercial, office, multi-family, etc.) Identifies potential parking shortages with full implementation of the Concept Plan.
- Final Transportation Plan: The transportation planning process began by collecting and analyzing Gateway transportation data from a number of sources. This analysis provided a fundamental understanding of the underlying situation evident in Gateway's current transportation problems. The analysis also provided input for traffic modeling to assess the impacts of planned redevelopment and the effectiveness of potential transportation improvements.

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Using data extracted from Metro's regional model, a local model was developed to reflect existing conditions, the base model. Several iterations of this base model were run to evaluate traffic conditions associated with different scenarios of future street networks including full implementation of the Concept Plan. The results yielded by each scenario tested the recommendations advanced by the Transportation Interest Group and informed the consultants' recommendations for the Congestion Management Plan.

The Congestion Management Plan proposes an assortment of potential transportation improvements that, in tandem with planned ODOT improvements, will increase safety, capacity and related levels of service. These improvements are summarized below.

Assumed Improvements

The following improvements are assumed to be undertaken by ODOT:

- 1) Glisan / Southbound off-ramp: add exclusive right turn lane.
- 2) Glisan / Northbound off-ramp: widen ramp to add exclusive right turn lane and convert existing lanes to an exclusive left, a shared through-left and an exclusive through lane.

Transportation Interest Group Recommendations

The following were recommended by the Transportation Interest Group and supported by the project Consultant:

- 1) Support the establishment of additional local streets to develop a grid system in the Prunedale and Fred Meyer/ Mervyns areas in the Concept Plan.
- 2) Improve traffic flow in the Gateway district, especially around the transit center by exploring options that may include changes to traffic patterns on NE 99th, and consideration of changes to NE 97th and other options.
- 3) Conduct a 102nd Avenue study to determine the highest and best use of right-of-way such as on-street parking, bike lanes, pedestrian amenities, etc.
- 4) Establish additional on-ramps between 122nd and 47th going west on I-84.
- 5) Eliminate on-street parking from the north side of Irving Street, between NE 99th and NE 100th.
- 6) Create a Transportation Management Plan to address parking and traffic demands in the Gateway District.

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- 7) Establish a Transportation Management Association Committee with community support to investigate the feasibility for creation of a Gateway Transportation Management Association.
- 8) Conduct a study to determine Gateway transportation impacts from the Airport MAX connection.
- 9) Support a district shuttle for Gateway that would emphasize community identity and increase internal circulation throughout the district.
- 10) Identify methods to encourage parking alternative for Washington commuters.
- 11) Improve bike safety in Gateway by considering demarcation of bike lanes for safety with the addition of dots or bumps to bike lane striping.
- 12) Improve pedestrian connections across all arterials, including Halsey, Glisan, 102nd and Stark/Washington.
- 13) Create mixed use parking structures at the transit center.
- 14) Update transportation data to accurately reflect the current parking inventory and provide more accurate level-of-service.
- 15) Continue utilizing public interest groups by nurturing existing groups and encouraging the participation of property owners in the area.

Consultant Recommendations

- 1) Realign the south approach of 99th Avenue with Glisan to directly align with the north approach.
- 2) Eliminate one westbound lane on Stark Street from 105th to 99th Avenues to improve pedestrian crossings along the Stark and Washington corridor.
- 3) Implement previously submitted safety improvements to the Stark/Washington couplet.
- 4) Improve turning lanes on 99th to better access Glisan.
- 5) Implement the new street connections identified in the Concept Plan's street connectivity plan.
- 6) Install coordinated signal systems in all major traffic corridors, i.e. Stark/Washington, Glisan, Halsey/Weidler and 102nd.
- 7) Develop access management plans for Halsey/Weidler, Glisan, and Stark/Washington.

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- 8) Employ near-term Transportation Demand Management measures including the planning and implementation of capital improvements which promote alternative modes of travel and the formation of a Transportation Management Association to coordinate regional and local TDM measures.
- 9) Develop long-term TDM measures.
- 10) Improve Tri-Met bus service in east-west corridors to ten-minute headways.
- 11) Emphasize the intersections of Burnside/102nd and Stark/102nd/103rd as “transit nodes” with improved bus stops, pedestrian amenities, and storage for several transit vehicles.

In addition to the above, other improvements were evaluated and dismissed because of negligible benefits or exorbitant costs.

Street Connectivity Plan

Much of Gateway’s internal congestion stems from its incomplete street network. The District’s street pattern has only the semblance of a grid; many of the streets do not connect through, forcing traffic on to those that do such as 102nd and Halsey. Increasing street connectivity would allow for the dispersal of trips among many alternate routes, thereby reducing congestion, shortening trip lengths and increasing the mode split for alternative modes such as bikes, walking and transit. The Street Connectivity Plan was based on an assessment of connectivity opportunities afforded by the current street network.

The effectiveness of potential street connections was evaluated by comparing their performance to criteria established by Title 6 of Metro’s Functional Plan. The Metro Plan mandates minimum block lengths of 600 ft and at least 10 intersections per mile for regional centers. The pattern advanced by the Gateway Connectivity Plan was found to be in compliance.

The street connectivity standards may have little impact on regional traffic traveling through Gateway on the major arterials. However, they offer substantial benefit to local travelers since many more routes will be available to reach local destinations and all trips will not need to be routed on regional arterials. The shorter trip lengths will attract more pedestrian and bicycle trips to the local network thereby increasing the mode split for non-auto trips.

Mode Split Analysis

Transportation mode is the means of transportation selected by people for various purposes. Mode split is the proportion of people who select each means of transportation eg. drive alone, bike, walk. The Mode Split Analysis was performed by the Portland Department of Transportation using data extracted from Metro’s 1994 and 2020 Strategic models. Its objective was to evaluate the effects of land use and transportation patterns on mode split, and to assess potential for increasing the mode split for non-auto travel. The overarching

goal was to evaluate accessibility, or the general ability of people to get to and from regular destinations, both locally and within the region.

Accessibility was measured in three ways:

- 1) Proximity: How many people can reach a particular destination required for daily living? This is described by the percentage of total households that can reach nearby, attractive destinations with non-auto travel.
- 2) Pedestrian Access: How many people can walk or bike to a particular destination? This uses many descriptors including the availability of sidewalks and bike lanes; average number of intersections and streetlights, traffic volumes, etc.
- 3) Destination Attractiveness: Do destinations that are near a large number of people offer a wide range of goods and services required for daily living? This question involves issues of building scale and orientation, number and mix of stores and services, locational setting, parking.

The Analysis reported that nearly all travel within Gateway is by automobile. The resultant traffic volumes and speeds segment the district, making most destinations practically accessible only by car. This problem is evident in two very different examples: the remnant storefronts on Halsey-Weidler, and the Gateway Shopping Center. The first is overwhelmed by higher-speed auto traffic, and the second by the heavy volumes of park & ride drivers and regional through traffic.

To improve mode split in the District, the Opportunity Gateway Concept Plan was used as a strategic guide. The adverse impacts of the Transit Center would be reduced by incorporating all parking in a mixed-use parking garage to the north of the current surface lot. This change would be buttressed with an aggressive parking management plan to eliminate on-street park & ride. The local street network would be more finely developed to increase connectivity. Storefronts would line the front property line to provide a varied and attractive sidewalk environment for pedestrians. Sidewalks, bike lanes, open space, street lighting and crossing signals would be improved to make walking and biking more safe and enjoyable. Other traffic control devices should also be considered to mitigate the impact of regional through traffic on urban arterials.

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The analysis derived the following mode split figures from the 1994 Metro Regional Travel Demand Forecasting Model and Metro's year 2020 model:

EXISTING AND PROJECTED MODE SPLITS		
Home-based Work Trips	1994	2020
Drive Alone	78%	59%
Carpool	14%	16%
Transit	5%	19%
Bike	1%	3%
Walk	2%	3%
All other Trips	1994	2020
Auto	95%	89%
Transit	3%	6%
Bike	1%	1%
Walk	1%	4%

Projections were also made for the amount and length of trips. Commensurate with Gateway's expected population and employment growth, person trips (trips made by individuals regardless of mode) are projected to increase by 27%. As most of these are taken by driving alone, the forecast has negative ramifications, particularly for air quality.

Parking Analysis

The objective of the Parking Analysis was to determine parking supply and demand with full implementation of the Concept Plan. Using a model developed for downtown Vancouver, WA (which is comparable to Gateway in land use mix and density) the analysis began by estimating parking demand for each major land use component (e.g. office, residential, retail). Peak demand was determined in four subareas for both existing and conceptualized conditions.

Accounting for the new development indicated by the Concept Plan, the Gateway District is expected to have an overall occupancy rate of 55%. Only in the central area, from Glisan to Stark, is demand expected to exceed supply. However, the surrounding surplus parking is more than enough to accommodate the excess in demand.

These occupancy rates were compared to the Gateway District Plan Code (Chapter 33.526) of the Portland Planning and Zoning Code and the Regional Parking Policy, Title 2 of Metro's Functional Plan. These regulations are in place to ensure that the District maintains acceptable levels of transit-orientation.

The analysis concluded with a set of strategies to phase in structured municipal parking over time.

Additional Notes

Transportation mode is the means of transportation selected by people for various purposes. Mode split is the proportion of people who select each means of transportation eg. drive alone, bike, walk. Person trips are trips made by individuals regardless of mode. In the year 2020 daily person trips are projected to increase about 27%. Metro projects population in the Gateway area to grow by 140% and jobs to grow by 28%. Average trip length is a measure of how far people travel for various purposes (air quality). Trip length can be used as a measure of an area's street connectivity. Transportation descriptors are measurable indicators of an area's mobility and accessibility effectiveness for modes of travel including transit, walking and biking. An increase in residential density results in a higher propensity of use of alternative modes.

Appendix 6 Work Programs for FY 1999-2001

Transportation-Related Projects

Responsible agency: PDOT, PDC

Other agencies: Tri-Met

Tasks:

1. Outline alternatives available to reduce the impact of regional through traffic on the Gateway Regional Center. This would include an examination of both auto traffic bound for freeway entrances and bus and park & ride traffic bound for the regional transitway (light rail). Focus special attention on the impact of the light rail extension to the airport on park & ride activity in the Gateway Regional Center.
2. Evaluate current service to the Gateway Transit Center to determine if service route and service revisions can be made that would increase transit mode share in the Gateway Regional Center.
3. Consider the following questions with regard to park & ride in the Gateway Regional Center
 - Redevelopment vs. maintenance or expansion of Park and Ride uses;
 - Contribution of park & ride to growth in the Gateway Regional Center;
 - Extent and impact of overflow parking from park & ride facility;
 - Impact of Airport MAX on park & ride in Gateway Regional Center; and
 - Long term opportunities for intermodalism and joint development at park & ride facility.
4. Determine resources needed and problems anticipated to implement the Street Connectivity Plan outlined in the Gateway Transportation Plan prepared by consultant Jim Daisa as part of the Opportunity Gateway project. Prepare a set of street design standards to govern the location and design of future local streets in the Gateway Regional Center.
5. Develop a set of design standards to transform 102nd Ave. into a regional boulevard as mandated by the Region 2040 plan. The ultimate goal would be to enable several modes such as pedestrians, transit and autos to use 102nd with equal ease.
6. Prepare a Gateway Traffic Operations Plan outlining strategies and methods for managing traffic as the area develops, including a Capital Improvement Plan and work program proposals for implementing the Operations Plan.

Appendix 6 – Work Programs

Parks-Related Projects

Responsible agency: Portland Parks and Recreation

Tasks:

1. Review and refine programming of parks and open spaces. Summarize programming and concepts in an Open Space Programming Report.
2. Explore strategies, potential locations, and potential funding sources for acquisition of property for open space.
3. Generate concepts of two park types with as much site-specific information as possible. Develop design criteria for one or two proposed private development projects.

Planning-Related Projects

Responsible agency: Bureau of Planning

Tasks:

1. Determine flaws in development standards. The application of certain elements of Title 33.526, Gateway Plan District, to proposed developments has indicated some flaws. This task will determine which flaws exist and the most appropriate means for rectifying them. Staff will prepare the legal notices and hearings necessary for City Council adoption. To the extent possible, staff will combine Tasks 1-3, especially in terms of funding, public involvement, legal notices, and hearings.
2. Consider zoning amendments. The portion of the Gateway Regional Center known as Prunedale, between I-205 and 102nd and between Glisan and Washington, was given a designation of EG2(EXd) as part of the *Outer Southeast Community Plan*. This task will study whether the time is ripe to upzone the area to the *Comprehensive Plan* designation of EXd, and, if so, prepare the legal notices and hearings necessary for City Council adoption.
3. Evaluate options to ensure better design of developments within the “d,” design overlay zone. Options to be considered include revisions to the Community Design Guidelines and revisions to Title 33.825, Design Review.

Predevelopment-Related Projects

Responsible Agency: PDC

Tasks:

1. Coordinate all aspects of the Opportunity Gateway program, including city bureaus, management team, and the Program Advisory Committee. Includes the preparation of

budgets, approval of work scopes and assistance with the creation and execution of specific projects.

2. Coordinate study on the redevelopment potential of the Gateway Transit Center. This project aims to reach consensus on an Intergovernmental Agreement between PDC, Tri-Met and Metro regarding the development of the Transit Center, and on an Implementation Strategy for a preferred concept. The project will also attempt to identify implementation roles and responsibilities for the three agencies, as well as those for the private sector. This work, if successful, would be followed by future phases, in which funding commitments would be secured, a development offering would be made.
3. Assist with planning and tracking Gateway project proposals. This includes identification of emerging development projects (i.e. Mall 205, Gateway Station Housing, etc.) and collaboration with developers regarding Opportunity Gateway goals. This task also includes proactive identification of projects and properties that are of significant interest for the Gateway Regional Center.
4. Coordination of the Opportunity Gateway education agenda. This includes assistance for Mount Hood Community College and Portland State University with efforts to establish an educational presence in Gateway. Additionally, PDC will manage a study to analyze David Douglas school district revenue and enrollment impacts from the planned residential growth.

Appendix 7 The Opportunity Gateway Planning Process

In the fall of 1997, the Portland Development Commission (PDC) and the Portland Department of Transportation (PDOT) were jointly awarded a \$170,000 federal Transportation and Growth Management grant (TGM) to prepare an overall Redevelopment Strategy for the Gateway Regional Center area. This project was to build on the planning objectives established by the Outer Southeast Community Plan and the Bureau of Planning-led TGM project of 1997. PDC agreed to manage the TGM project, which set out to create an integrated land use and transportation strategy for the development of a Regional Center. This planning process was named Opportunity Gateway.

Several groups were assembled to help manage the project. City staff from PDC, PDOT, Bureau of Planning and Bureau of Parks and Recreation came together on a Management Team. The TGM grant funded a Consultant Team that carried out the technical research and analysis. The Management Team and Consultant Team together appointed a Steering Committee of interested parties and other stakeholders, and a Technical Advisory Committee of other city, regional and state staff. In the spring and summer of 1998, Management and Consultant Team members met with individual property owners in the district, including the Elks Club, Fred Meyer, PacTrust, and Adventist Hospital. An introductory workshop was held at the hospital in June, at which approximately 60 members of the community participated. Initial committee meetings were held in the fall of 1998

The TGM work scope had four phases; Background Research and Analysis, Redevelopment Opportunities and Constraints, Implementation Strategy Preparation, and Implementation Strategy Completion. Phases 2, 3 and 4 all culminated in public presentations, at which time the consultants findings and committee input were shared with a larger public audience. The first of these workshops occurred in December, 1998.

The purpose of the December workshop was to inform the community of the early transportation and land use findings, and to engage citizens in an exercise to gauge how local citizens believed Gateway could best redevelop. Prior to the workshop, the consultants had completed several studies, including a review of existing land use, open space and economic analyses, and studies on recent development activity, redevelopment potential, and transportation conditions. This information was used to create early concept alternatives that addressed Gateways' strengths and weaknesses as a district.

Three concept alternatives were presented at the workshop. Color-coded land use identifiers were provided to groups of 6-8 people so that local residents and property owners could note the new features and locations of improvements believed to be important for the district (e.g. open space, theatres, gateways, housing, office buildings, etc.). This was the beginning of what would become the Opportunity Gateway Concept Plan. At this meeting, several people protested the Regional Center concept and the process by which it had been adopted. Because of the obvious concern in the community, the Management and Consultant Teams agreed to hold another public meeting – one at which the community

Appendix 7 – Planning Process

could express their concerns to the consultants and City staff without regard to the Opportunity Gateway work-in-progress.

This forum was held on February 1st, 1999, at the Elks Club in Gateway. Approximately 120 people came to either express their views, or listen to other community members speak out about the Regional Center planning. The communities' concerns were generally focused on the impacts of growth, the perception that growth was being subsidized by the City, and the fairness of the planning process.

This public meeting helped bring into focus the various local concerns regarding growth. It was determined that the two standing committees would benefit from additional citizen input. Four citizen-based interest groups were formed, each concentrating on a different aspect of Gateway's growth: Transportation, Housing, Business, and Community Design. The Interest Groups were comprised of 8-12 citizens representing many of the east Portland neighborhoods. The four groups met 4-5 times in the spring of 1999, formulating recommendations for the Steering Committee on the Concept Plan. Almost all of these recommendations were ultimately accepted by the Steering Committee and incorporated into the Opportunity Gateway Concept Plan.

During the spring months, the consultants continued to examine factors that would be important in Gateway's redevelopment. Maps were created showing every land parcel in the district, and assessing the probable redevelopment of each parcel within a twenty-year time frame. Other maps showed "opportunity sites" and sites that would be impacted if the concept plan were to be implemented. With this information, the consultants compiled a program for the district that quantified the amount of housing, commercial, office and civic development shown in the concept plan. The development program was necessary for the transportation modeling studies, which predicted the performance of Gateway's roads, both existing and proposed, under the conceptualized redevelopment.

The final draft Concept Plan and Interest Group recommendations were presented to the public at-large at an Open House in June of 1999. Mayor Vera Katz attended this event, along with over 100 citizens. Attendees were shown the approximately 80 adopted recommendations, and were invited to cast a vote of support, non-support, or uncertainty on each. This information was also considered in the preparation of the final Concept Plan, which was completed at the end of June. The consultant's Transportation Plan was also completed at the end of June, which evaluated the transportation element of the Concept Plan and made recommendations about future projects and plans that could benefit Gateway. The Transportation Plan included sections on congestion management, street connectivity, mode split, and parking.

During the summer of 1999, a capital improvement study was completed, which estimated the costs of improvements shown in the concept plan. A technical memo was prepared by the economic consultant on potential implementation tools and strategies. The lead consultant then consolidated all of the consultant studies into a final report. This report was distributed at the final Steering Committee meeting in August. The Steering Committee reviewed the report, and requested staff to prepare a different final report that would better capture the progress, excitement and detail of the previous year's work. Staff agreed to this approach. The TGM grant concluded with the submittal of the consultant's final report, but

Opportunity Gateway continued under the direction of PDC, with financial support from the City’s general fund.

Appendix 8

Adopted Interest Group Recommendations

RECOMMENDATION		Notes from Committees	Priority*
Section I: Redevelopment Strategy Recommendations Section II: Policy Recommendations Section III: Further Study Recommendations		Community Design = (CD) Transportation = (T) Business = (B) Housing = (H) Steering Committee = (SC)	Priorities are ranked separately in each section (t) = tie
<i>SECTION I: REDEVELOPMENT STRATEGY RECOMMENDATIONS</i>			
Transportation Recommendations			
I-1	Improve the traffic flow around the Transit Center	(SC): Must be done prior to or in conjunction with I-17	1 of 45
I-2	Create a transportation management plan for the district, which includes a parking management plan		2/45
I-3	Consolidate park & ride parking into a parking structure(s)		(t)4/45
I-4	Improve internal circulation and enhance Gateway's identity with a district shuttle or circulator like special buses, vans, or a trolley	(T): Implementation is key and business owners must be involved (SC); This goal might be achievable with a combination of existing transit service improvements and special street furniture, stations, shelters, etc.	11/45
I-5	Request that Tri-Met and C-Tran establish a program to identify parking alternatives for park and ride commuters		13/45
I-6	Improve north/south and east/west connectivity in the district by improving the street grid in a flexible manner while respecting existing housing and businesses		15/45
I-7	Allow northbound traffic on 102 nd to make a left-hand turn on to Weidler		(t)18/45
I-8	Provide adequate parking and encourage shared parking strategies for ballfields or other active park-related facilities		(t)18/45
I-9	Improve pedestrian connections across all arterials	(CD):install landscaped safety islands	(t)20/45

RECOMMENDATION		Notes from Committees	Priority*
Section I: Redevelopment Strategy Recommendations Section II: Policy Recommendations Section III: Further Study Recommendations		Community Design = (CD) Transportation = (T) Business = (B) Housing = (H) Steering Committee = (SC)	Priorities are ranked separately in each section (t) = tie
I-10	Support public sector acquisition of the southeast corner of 99 th and Glisan to facilitate realignment of that intersection		(t)23 of 45
I-11	Eliminate on-street parking from the north side of Irving Street		(t)25/45
I-12	Improve traffic patterns in the district associated with freeway use	(T), (SC): ideas include creating I-84 on and off-ramps between 43 rd and 181 st in places other than Gateway, direct I-205 access from Stark, improvements to the Glisan interchange, etc	(t)27/45 (this rec. was not prioritized in this form)
I-13	Improve crossings for cars and pedestrians over Max tracks on Burnside, commensurate with new through streets in the district (100 th , 101 st)		(t)31/45
I-14	Improve pedestrian connections between the transit center and the Gateway Shopping Center		(t)35/45
I-15	Locate regional destinations on regional streets, separating these uses and their traffic from local uses and traffic		(t)38/45
I-16	Enhance travel lane demarcation to improve safety for motorists, cyclists, and pedestrians.		42/45
Land Use Recommendations			
I-17	Encourage active, mixed-use development in and around the transit center	(T): support parking structures at the transit center; silent on design and mixed-use program. (H), (CD), (B): Seek to incorporate ground floor commercial uses, hotel, restaurants, office, etc.	(t)4/45

RECOMMENDATION		Notes from Committees	Priority*
Section I: Redevelopment Strategy Recommendations Section II: Policy Recommendations Section III: Further Study Recommendations		Community Design = (CD) Transportation = (T) Business = (B) Housing = (H) Steering Committee = (SC)	Priorities are ranked separately in each section (t) = tie
I-18	Maintain and encourage the availability of jobs and business opportunities in the Employment zone.	The employment zone is understood to be generally between Stark and Burnside, from the freeway to 102 nd . It is currently zoned EG2.	6 of 45
I-19	Support the near-term redevelopment of all four corners at the intersection of 99 th and Pacific		(t)7/45
I-20	Reintroduce small ground floor shops (including a bakery) around the Gateway Transit Center and elsewhere in the district		9/45
I-21	Locate an education center in the district, potentially to include a Civic Center or other large public meeting space	(CD): should be in a light rail station area	12/45
I-22	Stimulate transit-oriented, mixed use housing with strong pedestrian connections from Halsey to the Mall 205 site		14/45
I-23	Capitalize on the ground floor retail potential of 102 nd		(t)20/45
I-24	Locate a City Permit Center in the district, considering the advantages of a location near a light rail station		(this rec. was not prioritized in this form)
I-25	Locate a Civic Center in the district, considering the advantages of a location near a light rail station		(t)20/45
I-26	Develop the Gateway Shopping Center more intensely, while making it more attractive, safer, pedestrian friendlier, and better connected to the transit center		(t)31/45
I-27	Capitalize on redevelopment opportunities along the Halsey-Weidler couplet		(t)31/45
I-28	Encourage more restaurants, theatres, and other entertainment and cultural venues which provide opportunity for socializing		(t)31/45
I-29	Locate a high-end hotel somewhere in the district		(t)35/45

RECOMMENDATION		Notes from Committees	Priority*
Section I: Redevelopment Strategy Recommendations Section II: Policy Recommendations Section III: Further Study Recommendations		Community Design = (CD) Transportation = (T) Business = (B) Housing = (H) Steering Committee = (SC)	Priorities are ranked separately in each section (t) = tie
I-30	Expand the Community Center to include an indoor pool		(t)35 of 45
I-31	Encourage a restaurant zone along the Stark-Washington couplet by encouraging development of a variety of restaurants (excluding fast-food chains)	(H): zone should not be limited to Stark Washington, rather should be throughout the business shuttle area	(t)38/45
I-32	Underground all utilities in the district		(t)40/45 (this rec. was not prioritized in this form)
Open Space Recommendations			
I-33	Support an open space strategy that relies on non contiguous parks and open space throughout the district	(B): use small neighborhood parks, additional trees appropriate to their location, and a selection of theme trees on different streets. (CD): use trees, flowers, and other natural elements in creating new identity	(t)7/45
I-34	Require green space as part of the Mall 205 site redevelopment		10/45
I-35	Protect existing stands of fir trees and use various types of trees and landscaping to enhance Gateway's image	(H): also preserve views of trees	16/45
I-36	Support the freeway trail along the I-205 right-of-way to support walking, biking, jogging.		17/45
I-37	Create a 3-acre active park south of Burnside and a 2-acre passive park north of Burnside		(t)27/45
I-38	Direct the City to purchase and beautify the traffic island at the west end of the Halsey-Weidler couplet		(t)27/45
I-39	Support the community garden proposed for one park		(t)40/45

RECOMMENDATION		Notes from Committees	Priority*
Section I: Redevelopment Strategy Recommendations Section II: Policy Recommendations Section III: Further Study Recommendations		Community Design = (CD) Transportation = (T) Business = (B) Housing = (H) Steering Committee = (SC)	Priorities are ranked separately in each section (t) = tie
I-40	Incorporate creative storm water management strategies in the district	(SC): These could be special plantings, greenways, water features, roof treatments, etc.	(this rec. was not prioritized in this form)
I-41	Establish a planting programs for the I-205 right-of-way in the district		(this rec. was not prioritized in this form)
Image/Identity Recommendations			
I-42	Encourage a transition of building height and mass that decreases from west to east (97 th – 102 nd)	(H): in order to blend with existing single family neighborhoods	3 of 45
I-43	Construct physical gateways at entry points in the district, to strengthen identity		(t)23/45
I-44	Encourage a distinctive (landmark) architecture for the Mall 205 site		(t)25/45
I-45	Encourage and support architectural diversity		(t)27/45
<u>SECTION II: POLICY/CODE RECOMMENDATIONS</u>			
II-1	Reconsider a parking minimum for new residential development in the district		1/10
II-2	Support regulation that enables the local community to prohibit adult business from locating in the district		(t)2/10
II-3	Adopt the EX zoning for the area zoned EG2 (as established by the Comprehensive Plan)		(t)2/10
II-4	Fine-tune the development standard that requires new commercial development on large sites to include new housing	(H): Study other regulatory means to achieve the mixed-use intent of the ordinance (e.g. off-site exchange, development partnerships, etc.)	4/10

RECOMMENDATION		Notes from Committees	Priority*
Section I: Redevelopment Strategy Recommendations Section II: Policy Recommendations Section III: Further Study Recommendations		Community Design = (CD) Transportation = (T) Business = (B) Housing = (H) Steering Committee = (SC)	Priorities are ranked separately in each section (t) = tie
II-5	Reconsider the development standard that prohibits parking between the front of new buildings and the street		5 of 10
II-6	Encourage the development of Gateway as an employment center with abundant living wage jobs		6/10
II-7	Encourage opportunities for housing ownership throughout the district for people of all income levels		7/10
II-8	Prohibit electronic billboards in the district		(t)8/10
II-9	Nurture existing community interest groups in all future transportation planning for Gateway		(t)8/10
II-10	Encourage the use of private sector partnerships to assist with funding for public amenities (eg. the shuttle, Civic Center, etc.)		10/10
<i>SECTION III: FURTHER STUDY/ANALYSIS RECOMMENDATIONS</i>			
III-1	Study traffic patterns beyond the Opportunity Gateway study area in assessing Gateway's transportation needs, impacts, plans, etc.		1/10
III-2	Improve transportation data to bring up to date number of parking spaces, etc.		2/10
III-3	Conduct a study to determine Gateway transportation impacts and mitigation from the Airport Max connection		3/10
III-4	Conduct a 102 nd Avenue study to determine best options for use of the right-of-way (e.g. on-street parking, bike lanes, pedestrian amenities, etc.)		(t)4/10
III-5	Undertake an I-205 Corridor study to help understand and identify potential markets for Airport Way, Gateway, and Lents		(t)4/10

RECOMMENDATION		Notes from Committees	Priority*
Section I: Redevelopment Strategy Recommendations Section II: Policy Recommendations Section III: Further Study Recommendations		Community Design = (CD) Transportation = (T) Business = (B) Housing = (H) Steering Committee = (SC)	Priorities are ranked separately in each section (t) = tie
III-6	Create partnerships with area businesses to investigate the feasibility/support for the creation of a Gateway Transportation Management Association		6 of 10
III-7	Study the feasibility of alternative bike routes in the district		(t)7/10
III-8	Work with neighborhoods and development community to improve design guidelines for development and public improvements		(t)7/10
III-9	Study Transit Center transportation impacts and possible parking solutions	(CD), (H), (B), (T): ideas include using the former Rocky Butte jail site for parking, expanding or replacing park and ride capacity east of the transit center, etc.	(t)7/10
III-10	Study the feasibility of opening NE 99 th to the north, improving NE Multnomah between Fred Meyer and Mervyns, and creating NE 97 th between Pacific and Glisan)	(T): also to be studied: make 99 th north of Pacific one-way going north; utilize 97 th for direct freeway access only (B): does NOT recommend improving NE Multnomah	(this rec. was not prioritized in this form)

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