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Eliot Neighborhood Plan

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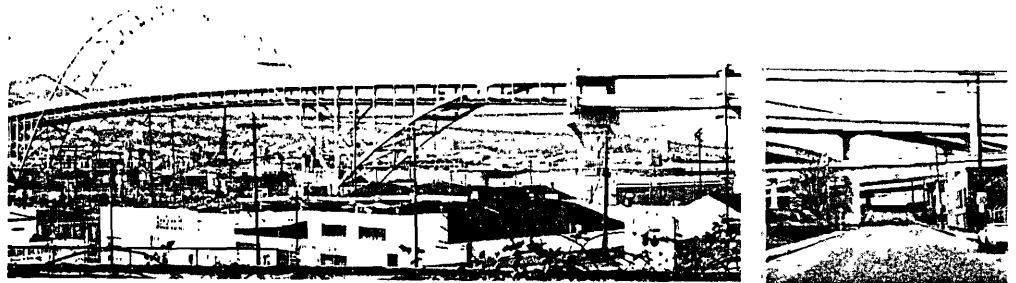
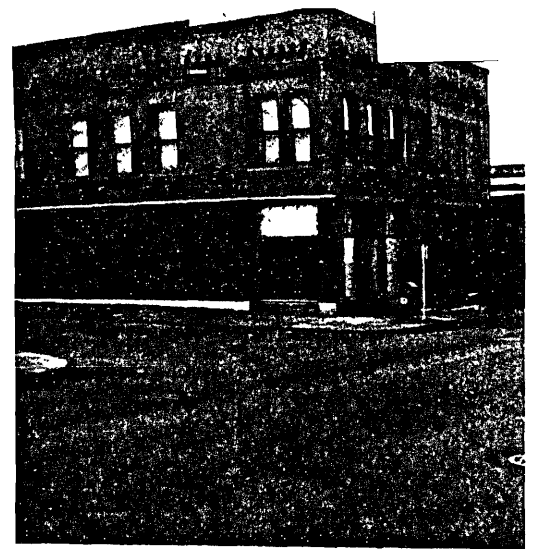
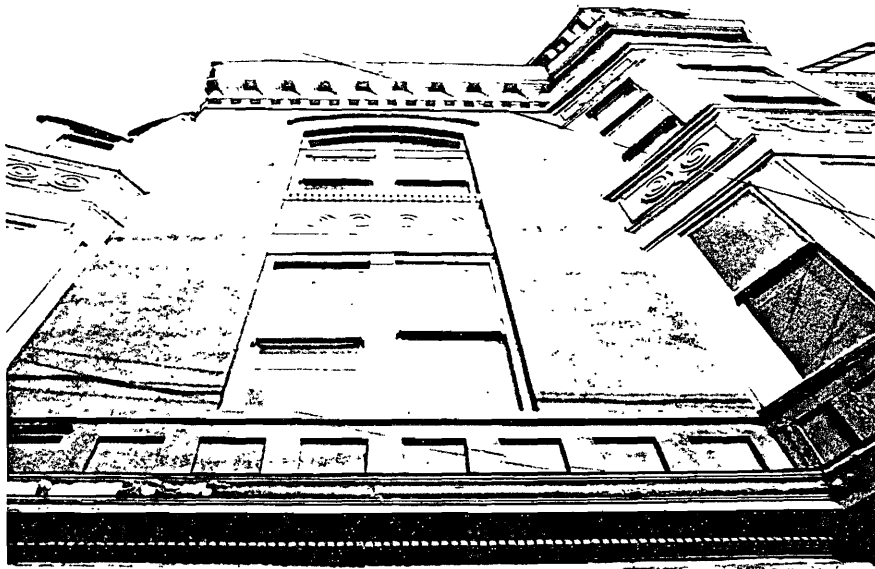
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ELIOT NEIGHBORHOOD PLAN
p.s.u. school of urban affairs

Eliot Neighborhood Plan

Portland State University
School of Urban Affairs
Comprehensive Planning Workshop

February, 1981

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Introduction

PURPOSE AND SCOPE

The Eliot Neighborhood Plan is the product of the Comprehensive Planning Workshop conducted by the School of Urban Affairs at Portland State University. The planning team consisted of thirteen graduate students in consultation with Professors Thomas Gihring and Summer Sharpe.

The objectives of the plan are:

1. To develop a policy framework which will serve as a guiding document for the future development of the neighborhood in compliance with the Portland Comprehensive Plan.
2. To suggest implementation strategies designed to carry out the goals and policies and to resolve conflicts.
3. To provide the students with practical experience in planning in an actual urban situation.

The scope of the plan is limited to the major issues of Economic Development, Housing, Transportation and Traffic, and Land Use as determined by citizen involvement.

It is intended to reflect the expressed needs and desires of the Eliot Neighborhood Association and other neighborhood organizations, and to guide the city officials in decision making which affects the neighborhood.

CITIZEN INVOLVEMENT

The planning team interviewed 15 representatives of organizations and agencies having an interest in the future of Eliot Neighborhood. The purposes of the interviews were: 1) identify the major issues and concerns; 2) obtain a ranking of those concerns in order of importance; 3) determine the level of support for various plans and actions existing in the neighborhood; and 4) learn what future actions they feel are needed to make Eliot a strong and viable neighborhood.

The organizations interviewed are listed by category:

Community Groups

Eliot Neighborhood Association
 Fair Share
 Mount Olivet Baptist Church
 Masonic Lodge

Business and Industrial Associations

Inner Northeast Economic Council
 Inner Northeast Industrial Council
 Lower Albina Industrial Council
 Union Avenue Boosters

Public Agencies

Portland Bureau of Planning
Portland Bureau of Economic Development
Portland Development Commission
Portland Northeast Neighborhoods Association

Institution

Emanuel Hospital

STUDENT PARTICIPATION

Thirteen graduate students of urban planning under the guidance of professors Tom Gihring and Sumner Sharpe combined their efforts to produce this report. These are:

Chaney Abbott
Cynthia Eardley
Bryan Finnie
Peter Fry
Robert Goldie
Michael Hogle
Marci Levine
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Jeffrey Robinson
Richard Shaffer
William Sparling
Laurie Whiteford

This planning project was undertaken during the Fall term, 1980, as partial fulfillment of the requirements for the Masters degree in Urban Planning, School of Urban Affairs, Portland State University.

Neighborhood History

LOCATION AND SETTING

Eliot Neighborhood is located in the inner-northeast section of the City of Portland, Oregon. It is bounded on the north by Fremont Street, on the east by NE Seventh Avenue, on the south by NE Broadway, and on the west by the Willamette River. The area within these boundaries contains 252 acres, and is situated close to the geographic center of the city. The neighborhood includes 3,000 feet of frontage on the east bank of the Willamette River, between the Broadway and Fremont Bridges. Directly across the river lies the northwest industrial area, which is immediately north of the downtown central business district. The travel distance from Eliot to the heart of downtown Portland is only two miles.

Lloyd Center, a major regional shopping center, lies one mile to the south-east of the heart of the Eliot Neighborhood. A major north-south freeway, Interstate 5, crosses the neighborhood at the eastern edge of the lower Albina industrial section. Because the freeway is elevated in this area, physical access between the upper and lower portions of the neighborhood is not blocked.

In general, the neighborhood is characterized by a mixture of land uses; with industrial uses on the lower section near the river; and single-family and multiple-family residences intermixed with commercial, light industrial, and public or quasi-public uses in the larger upper section.

The strategic location of Eliot Neighborhood is a major determining factor in past, present, and future uses in this portion of the city.

BACKGROUND OF THE COMMUNITY

Eliot Neighborhood, named for Thomas Lamb Eliot, an influential nineteenth century minister and community activist, is part of the greater Albina Community in northeast Portland. Originally, Albina was a separately incorporated city which developed as a railroad and industrial town in the 1880's. The plat for Albina was filed in 1873, using the typical gridiron street pattern. At its incorporation in 1887, the population was 3,000, and the city fathers envisioned a beautiful city with parks and boulevards. By 1891, when it was consolidated into the City of Portland, Albina's population has risen to 5,129 and it had a well established industrial section along the waterfront.

The Oregon Railway and Navigation Company, later to become the Union Pacific Railroad, owned a large amount of land in Albina and had a major impact on the development of the area. Jobs with the railroad attracted incoming European immigrants, and the early housing developed along the rail lines. As the industrial area expanded eastward from the river, railroad workers were forced to relocate further east into new housing developments. The loss of housing to industrial and warehousing uses has been a recurring theme in the history of Albina and the Eliot Neighborhood.

By World War I, Albina had developed in three districts: the lower industrial section; the middle section of mixed commercial, industrial, and residential;

and the upper section of primarily residential use. The present-day Eliot Neighborhood includes most of the old lower and middle Albina districts.

In 1919, the Portland Real Estate Board adopted a provision in its code of ethics which prohibited the sale of property to blacks and Orientals within white areas. This practice concentrated the growing black population to certain districts of the city, notably Albina. The major influx of black people to Portland occurred during World War II as they migrated from the southern states to find employment in the shipyards at Swan Island. By 1960, the majority of Portland's black population (15,600) were clustered in the Williams Avenue corridor area.

PREVIOUS PLANNING

Although many attempts have been made to redevelop the Eliot Neighborhood, most have been only partially successful. Financial constraints, poor management, and insufficient business support base in the community, and a lack of coordination between residents and city officials have impeded successful redevelopment. Despite good intentions, the area is still suffering economic and social problems which were identified over 12 years ago.

The Model Cities Plan, initiated in Portland in 1969, addressed a full range of social and economic issues; however, few projects were carried out. Those which have left a mark on the neighborhood are 1) the Emanuel Hospital Urban Renewal Project which was aimed at eliminating blight, providing land for senior citizen housing, improving the street system, and making land available for hospital/medical related uses; 2) two housing projects: Unthank Plaza and fifteen units of subsidized housing between Rodney and Williams avenues, and 3) street repair projects on Fremont, Russell, and Kerby streets.

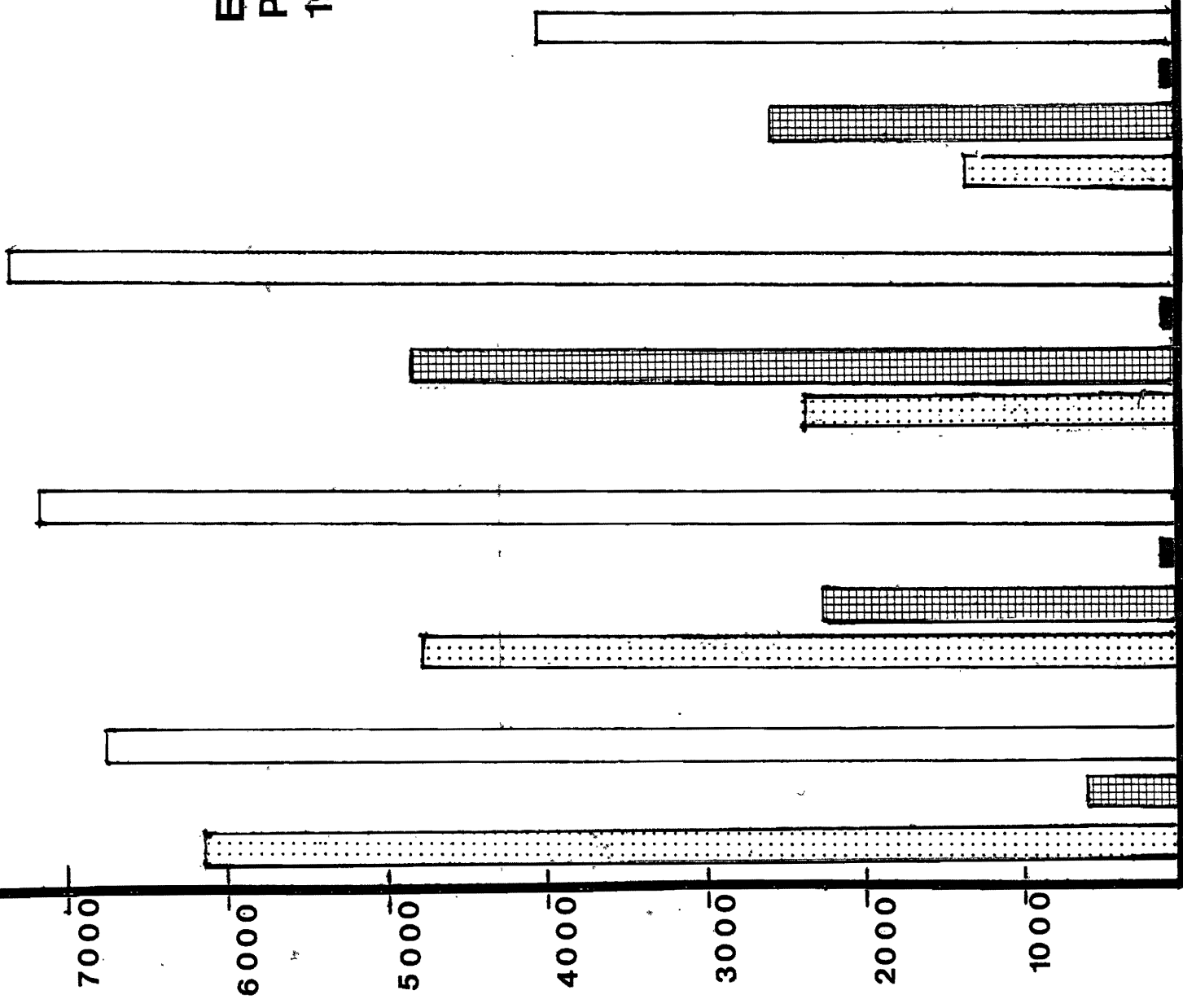
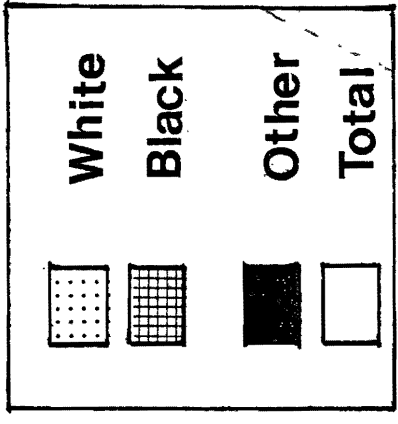
The Union Avenue Redevelopment Program, established in 1973 as one of the major recommendations of the Model Cities Plan, was intended to revitalize and redevelop the Union Avenue corridor from Weidler to Columbia Blvd., thereby promoting orderly land use and commercial redevelopment, and thus encouraging new investment. Although several of the projects under this program failed to materialize, the Arterial Redevelopment component is current under construction. The primary objective of this project is to increase the desirability of the Union Avenue corridor as a business district through improvements to this arterial street.

In 1973, the Portland Development Commission published the Eliot Neighborhood Development Program. Its purpose was to propose ways to resolve the differing objectives of various interest groups and to recommend future land use changes and development strategies. This plan addressed economic development, community goals, land use policies, transportation policies. It also proposed an urban design concept for a two-block urban renewal area between Knott and Sacramento from Williams to Rodney, and several other projects.

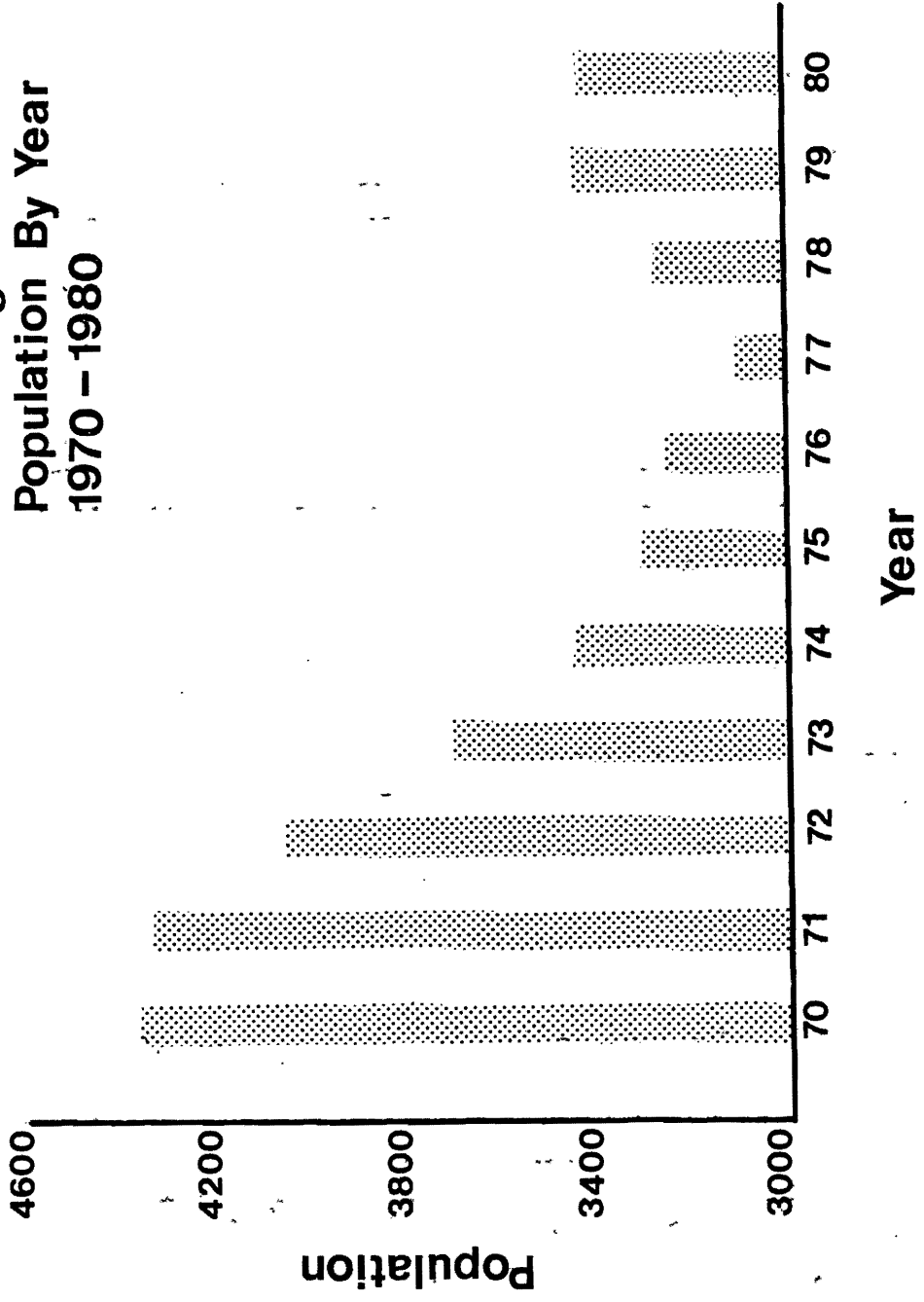
The City of Portland Comprehensive Plan was adopted in 1980. It is a policies plan and land use map for the entire city, and is by its nature

so broadly based that it cannot speak directly to the problems existing in the Eliot Neighborhood. Refinement of policies and implementing strategies addressing specific neighborhood issues are needed.

Eliot Neighborhood Population By Race 1940 - 1970



**Eliot Neighborhood
Population By Year
1970 - 1980**



Present Conditions

POPULATION PROFILE

Population

Eliot Neighborhood's greatest decline in population took place during urban renewal in the late 1960's when many residents were displaced by Emanuel Hospital Expansion.

In 1970, the population was 4,361. Currently (1980) Eliot's population stands at 3,427. During the mid-seventies, there was a slight decline in numbers; then in 1978, the population increased again. While there has been a very slight decrease this year, it is expected that the population will grow again due to construction of new housing units.

Average density is 13.7 persons per acre. (over twice as high as the city average.)

Ethnic Composition

Eliot has a mixed population. About 40% of the residents are white, about 40% are black and the remaining 20% are oriental, hispanic and others. Recently, a fairly large number of Southeast Asian (Vietnamese and others) families have been moving into the neighborhood. The increase in their numbers will not be known until results of the 1980 Census are available.

Income Characteristics

In proportion to the rest of Portland, Eliot's residents have relatively low incomes.

In 1970, the mean annual income for Eliot was \$6,813.00 while the mean annual income for the City of Portland was \$9,794.00. Fifty percent of Eliot's residents have incomes below \$5,000.00 per year.

Unemployment in the area has increased substantially. In 1960, it was 7.5%, in 1970, it was 11.7%, and in 1977, it was 12.4%.

Age

Eliot is a fairly typical inner city neighborhood in that it has a proportionally high number of elderly residents as well as a high number of minority youths. (Median age = 26.7, there 958 under 18 and 597 over 60 years.)

Education

<u>District Averages</u>		<u>City Averages</u>
High School or less	50%	48%
Some College	29%	27%
College Graduate	20%	24%

Overview

Because of the age and income characteristics, Eliot has a fairly large dependent population. The elderly and low income residents are in need of specific services such as access to public transportation, job training, inexpensive housing, and child care, just to name a few.

Eliot is a neighborhood which has recently experienced some changes such as an increasing Asian population. More young white families, etc. These changes in the area's population are so recent that it is difficult to determine what these changes mean for Eliot's future.

ECONOMY

Labor Force and Employment

In 1970, 41% of the resident of Eliot Neighborhood occupied service sector jobs, while 10% worked in industry (see table 6). The mean annual income was \$6,813 compared to the city-wide mean of \$9,794. This income was unevenly distributed, with 40% of the households receiving under \$5000. The unemployment rate in the neighborhood has been consistently higher than the city-wide average. In addition, the high percentage of unemployed youth and chronically unemployed minorities in the neighborhood accounts for an unemployment rate much higher than the 12.4% reported in 1977. The Eliot neighborhood could clearly benefit from future economic development which will lead to a significant reduction in unemployment and an increase in per capita income.

There are presently eight work-places located in Eliot that employ more than twenty-six people (see list) and supply a total of 3,303 jobs. The employment available in Inner Northeast Portland is primarily in industry, although the district's proximity to Swan Island, Lloyd Center, and downtown Portland provides potential for diverse employment opportunities.

The redevelopment of Union Avenue has improved its appearance and created easier access to the commercial district. This project has attracted three potential sources of employment to the neighborhood. Paragon and Tektronics have plans to expand in the neighborhood, and Nel Tech which will provide 110 new jobs by 1983. Small businesses are beginning to expand and restaurants are locating in the area.

Significant economic development has occurred in the industrial section west of Interstate-5 in the last five years, where 30 new business licenses have been issued since 1975. Marine related enterprises are expanding. Dillingham Marine, Eliot's second largest employer now provides 428 jobs.

Commerical Services

Citizen input and observations indicate that there is a need for additional commerical services to meet neighborhood needs. There is expressed demand for grocery stores, banks, cafes, and pharmacies. It is expected

that the reconstruction of Union Avenue, along with new residential development especially in the Williams/Russell area, will generate a variety of specialty shops and other commercial services to meet local and district needs. However, it should be recognized that this neighborhood cannot expect to compete with Lloyd Center and Downtown as major shopping centers.

HOUSING

The total number of housing units in Eliot neighborhood decreased from 2,281 in 1960 to 1,497 in 1977. Much of the loss resulted from the Emanuel Hospital urban renewal project and construction of the Interstate 5 off ramps.

While the total number of housing units has been declining since 1960, there has been a recent increase in the number of multi-family units relative to single family units. This increase corresponds to the reversing of the trend in population decline in Eliot from 1970 to 1977, and may reflect trends in the housing market in which the percentage of renters increases with the rising costs of home ownership, and the traditional consumers of multi-family housing (students, young families, elderly, and others) are locating closer to the central city due to rising transportation costs.

TRANSPORTATION AND TRAFFIC

According to Portland's Arterial Street Classification Policy, streets in the Eliot Neighborhood are classified in this way:

Regional Transit Way: Interstate 5
 Major City Transit Streets: Broadway, Union, Fremont
 Minor City Transit Streets: Williams, Vancouver, Russell, Kerby

Street capacity is determined by considering numerous variables e.g, traffic signals, bus routes, street parking, etc., and is operationally defined as the maximum traffic volume on a street that will allow for smoothly flowing traffic in a neighborhood.

The following table shows the traffic capacity and volume (vehicles/day) for selected streets: (1)

<u>Street</u>	<u>Capacity</u>	<u>Volume</u>
Broadway	20,000	14,394
Vancouver	11,000	12,738
Williams	11,500	12,836
Union	24,000	17,160

(1) Bureau of Traffic Engineering

The table indicates that Vancouver and Williams avenues are operating above capacity which means traffic there is often congested. Traffic flows on Broadway have tended to fluctuate in the past, and sometimes exceeds capacity. If Lloyd Center expands and economic activity in the neighborhood increases, measures to increase the flow capacity of Broadway may be required.

The greatest number of accidents in the neighborhood for the period 1974-1979 occurred along its eastern boundary Seventh Avenue.

The Fremont Bridge off ramp, is a focal point for discussion of traffic problems. It currently provides limited, indirect access to the neighborhood. Resolving the situation by extending the off-ramp to connect with Fremont Blvd. would allow Fremont to share some of the West-East traffic burden with Broadway, and generally improve the traffic circulation problems which exist in Eliot Neighborhood.

Bus Routes #6, #28, and #29 serve Eliot North and South while #9, #75, and #77 run East-West. The area has a relatively high level of service, but it has been proposed that, because of the high percentage of elderly and handicapped residents, short-distance bus service is needed, such as a van-type shuttle bus offering short trips to and from stores in the neighborhood.

Eliot neighborhood currently has a higher rate of average daily traffic per capita than the northeast district and the City.

	<u>Nbhd.</u>	<u>District</u>	<u>City</u>
Major Arterials	25.7	7.0	10.1
Other Arterials	5.4	4.2	4.7
Total	31.1	12.1	14.8

LAND USE AND VALUES

Vacant Land and Buildings

Of the 252 sq. acres comprising Portland's Eliot Neighborhood, approximately 66 are vacant, or 26% compared to a city-wide average percentage of 13.5% vacant land. Sixty-four percent of this vacant land is designated either commercial or industrial by the City compared to a city-wide average designation of 25%. Hence, Eliot Neighborhood has more than twice as much vacant land available for commercial and industrial expansion than other neighborhoods in the city.

The eventual use of this vacant land depends on many factors. Recent changes in the city zoning ordinance have created new mixed use zones which are neither completely industrial or completely commercial, but a combination of both. A possible consequence of this rezoning is a variability in the determinants of land value; each owner could view the future differently, and therefore anticipate a different 'highest use' for his property. Such a situation could result in inappropriate spot development and create barriers to assembling land for a major project. The situation, as it exists, causes confusion and accounts, in part, for a reduced level of economic development activity.

ELIOT

LEGEND

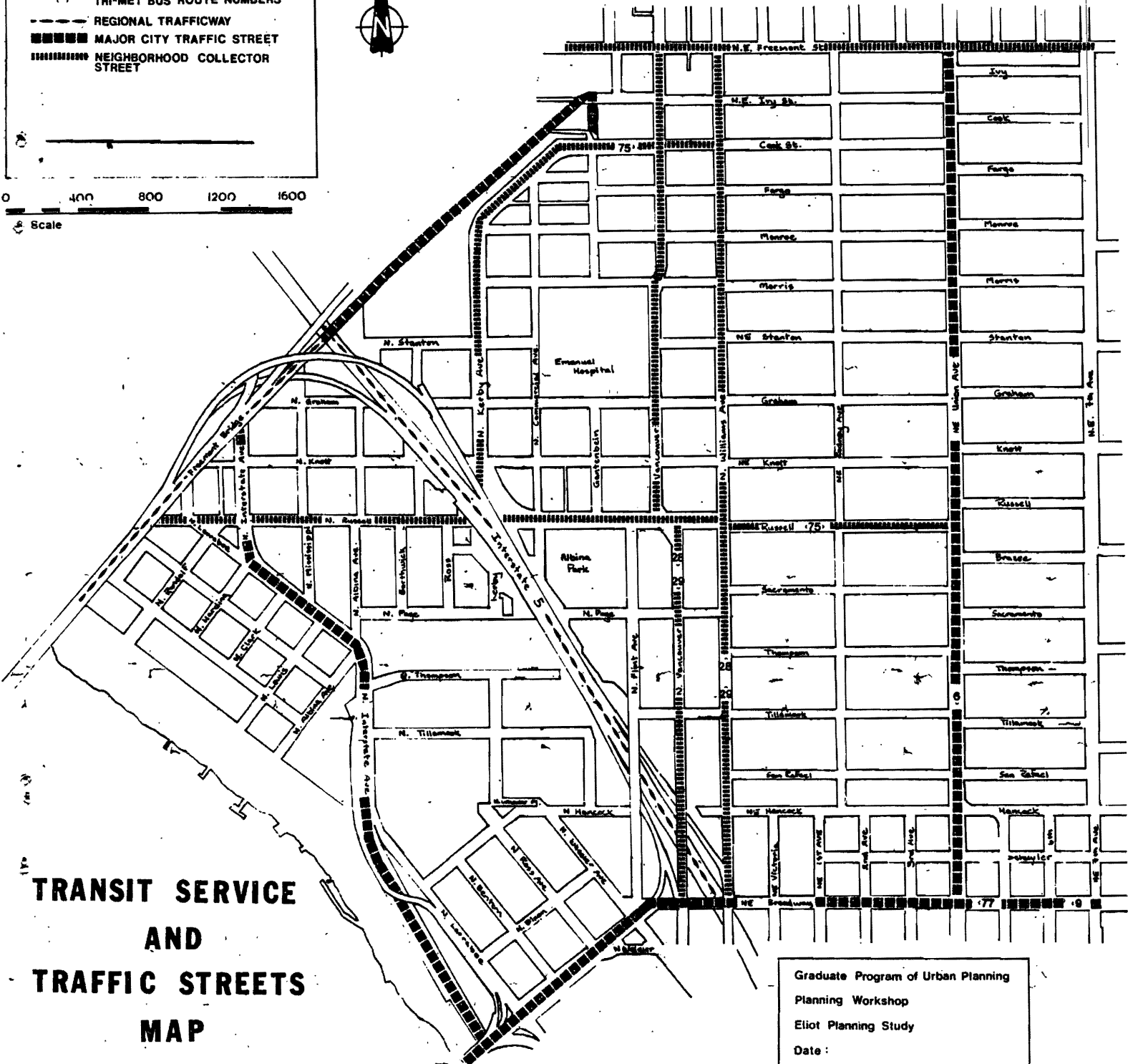
- TRI-MET BUS ROUTE NUMBERS
- REGIONAL TRAFFICWAY
- ▣ MAJOR CITY TRAFFIC STREET
- ▤ NEIGHBORHOOD COLLECTOR STREET



0 400 800 1200 1600

Scale

TRANSIT SERVICE AND TRAFFIC STREETS MAP



Graduate Program of Urban Planning
 Planning Workshop
 Eliot Planning Study
 Date :

The underimproved, or vacant, land in Eliot neighborhood is primarily in the form of small parcels (2,000 sq. ft. or less). These sites account for 69,075 sq. ft. of vacant land; which does not include vacant land within the Emanuel Hospital area. It accounts for 227,500 sq. ft. of the total vacant land, and is available only for those uses that are hospital-related.

There are currently a total of six parcels with buildings available for sale. Five of these are located on Union Avenue between Broadway and Fremont. The approximate land area of these parcels totals 140,000 sq. ft. Also located in Eliot Neighborhood are numerous vacant buildings not for sale, but leasable. These buildings are located both in Upper Eliot and in the Lower Albina Industrial District. This factor provides various opportunities for economic development, since these sites are scattered, and have a variety of zoning designations with many possible uses.

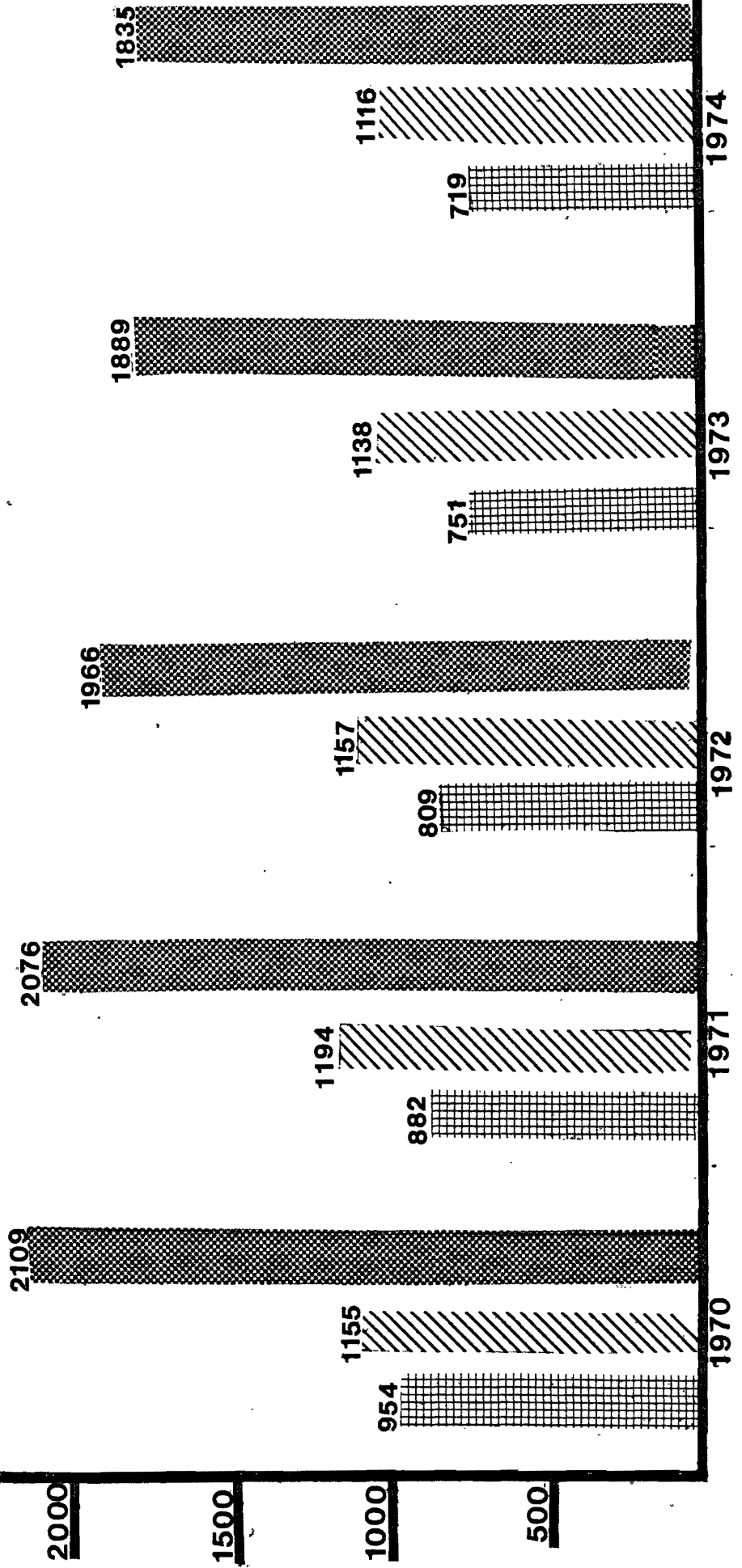
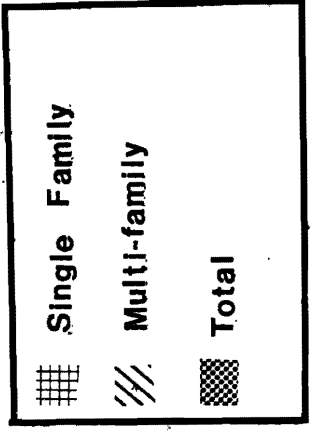
Land Values/Rental Rates for Business

Table one depicts the comparative land values for commercial and industrial uses throughout the Portland area; these particular areas were selected because 1) they are demographically similar to Eliot; 2) there is commercial zoning along the arterials; 3) they have traffic patterns similar to Eliot; and 4) they provide examples of traditional neighborhood support systems.

Prices range from \$1.75/sq. ft. to \$6./sq.ft., depending upon the land owner's motivation in marketing the land, current market conditions, zoning, etc. It is clear from Table 4 that there is an incentive for industrial development in Eliot. The area is easily accessible, and when compared to other inner-city locations, land zoned for industrial development is low-priced.

Table 2 reflects the comparative market ability of rentals in the inner Northeast and other inner-city locations. This table shows Eliot to have the lowest rents quoted for existing, older buildings, and the highest rents for new buildings. Both commercial and industrial rents are lower than the average for inner-city areas in Portland. This may be due to a generally-held perception of the Northeast as a relatively poor place to do business. Current rents, however may serve as an incentive for future economic development in Eliot.

Housing Stock



Housing Stock

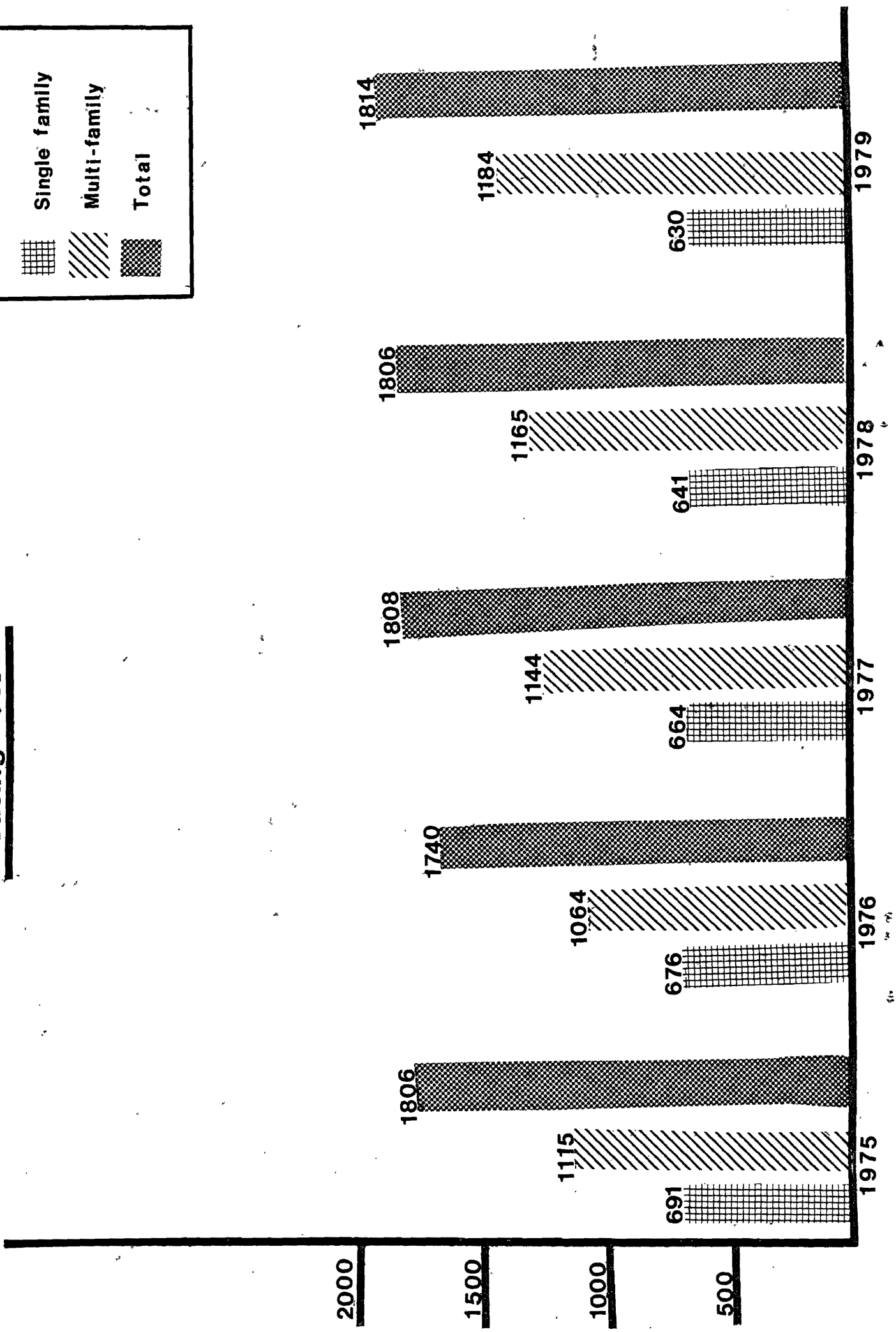
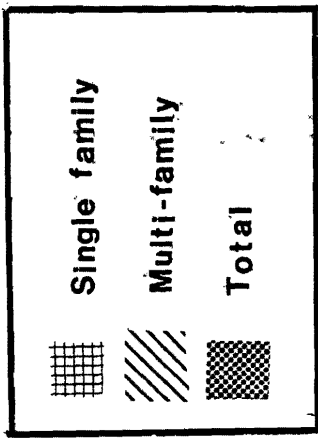


Table 1

Comparative Land Values (per sq.ft.)

<u>Area</u>	Commercial	Industrial
Lower Union	\$4.00-6.00	\$1.75-3.00
Belmont/Union to 39th	2.00-7.00	2.00-3.00
Hawthorne/Union to 39th	2.00-7.00	2.00-3.00
Division/Union to 39th	2.00-7.00	2.00-3.00
Beaverton	5.00-9.00	1.75-3.00
Hillsboro	4.00-7.00	1.15-2.40









Table 2

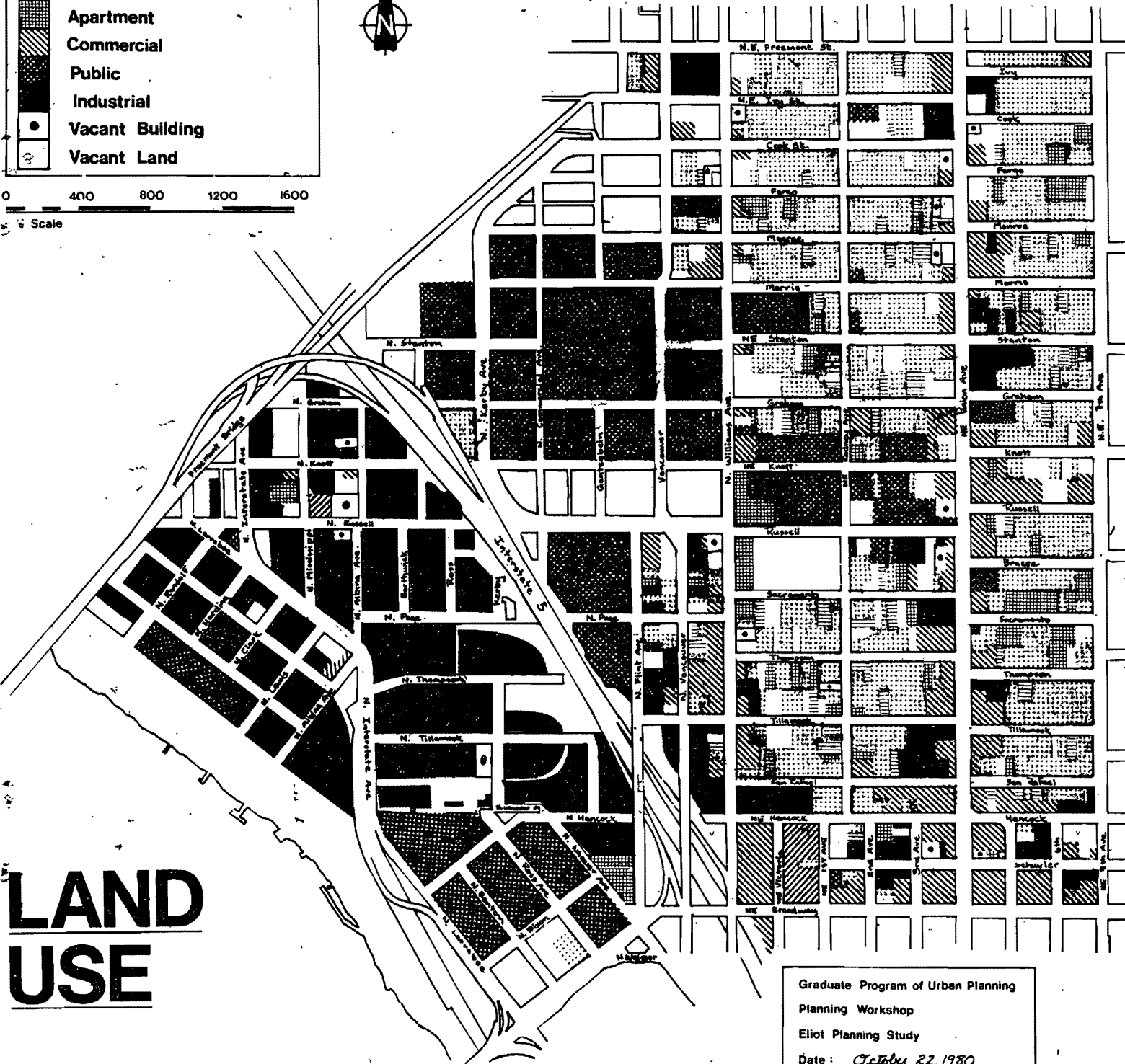
Market Acceptance of Business Rental Rates

	<u>Inner N.E.</u>	<u>Other Inner-city Areas</u>
Commercial		
Retail	\$1.50-6.00/sq.ft./yr.	\$2.00-8.00
Office (1-2 story)	1.00-6.00	1.00-8.00
Industrial		
Warehouse	\$0.05-0.28/sq.ft./mo.	0.08-0.32
Housing	\$75.-375./mo	75.-450./mo.

ELIOT

LEGEND

-  Single Family
-  Duplex
-  Apartment
-  Commercial
-  Public
-  Industrial
-  Vacant Building
-  Vacant Land



LAND USE

Graduate Program of Urban Planning
Planning Workshop
Eliot Planning Study
Date: *October 22, 1980*
"Land Use"

ZONING

Eliot is an example of a neighborhood beset by competing and conflicting land uses. The present zoning code does little to reduce this problem. There are four residential, three manufacturing, and two commercial zones, as well as several overlay zones in Eliot.

The major residential area is located between Williams and 7th Avenues, and is bisected by a large commercial strip along Union Avenue. Residential use is predominantly single family housing, with apartments scattered throughout. The zoning ordinance shows R 2.5 for the area north of Russell Street, and R 1 for the area to the south. R 2.5 is a single family zone which allows row housing. The R 1 zone is a low density apartment zone. Provision is made for high density apartments (RH) immediately south of Emanuel Hospital along Russell Street. Most of this land is currently vacant. There are four areas of R 2 zoning, bordering Emanuel Hospital, which for lower density single family housing. These R 2 zones will be changed to match the adopted comprehensive plan in the near future, thereby eliminating this category from the neighborhood.

There are three manufacturing zones in Eliot; M1, M2, and M3. Two of these, M1 and M2, are located to the west of the hospital and Interstate Highway 5. They are restricted to only certain industrial/manufacturing uses. The M3 zone is more of a mixed use category which allows a variety of uses, including residential and commercial. In general, however, M3 should be considered a light industrial zone. There is an area of M3 between I-5 and Williams, south of Russell. This area includes the Harriet Tubman school and Albina Park. Another M3 zone is located on Union Avenue, south of Russell.

There are two commercial zones; C2, General Commercial, and C4, Neighborhood Commercial. The former provides services for transit and auto oriented shoppers, while the latter provides convenience services for the local area. C2 zones are located along Union Avenue north of Russell, along Broadway, Russell, Williams, and portions of Vancouver Avenue. The Emanuel Hospital and surrounding land are included in this zone. There is only one C4 zone in Eliot, located at Graham and Rodney.

The overlay zones in Eliot are W1, OS, S, D, and B. The "W1" zone requires special review of development along the Willamette River to insure compliance with the State Willamette Greenway goal. The "OS" zones are reserved for those areas providing community services, such as parks and the Matt Dishman Center. The "S" zones restrict the construction of signs along bridge approaches and freeways to prevent a proliferation of signs that could be a traffic safety hazard. The "D" zone, adjacent to the Memorial Coliseum, is to conserve and enhance the appearance and character of the city, and is administered by a Design Review Committee. The "B" zone is a buffer which places further restrictions on commercial and industrial uses to protect the residential character of adjacent property. The only B zone in Eliot surrounds the R1 area between Williams and Union.

Issues and Problems

IDENTIFICATION

The purpose of this section is to identify concerns as perceived by neighborhood groups. Two methods were employed to initially uncover major problems of the Eliot Neighborhood: personal interviews with community leaders and a Neighborhood meeting.

Four types of community organizations were interviewed:

1. Community groups (church, Neighborhood)
2. Business and Industrial Associations
3. Public Agencies (Planning and Economic)
4. Institution (Hospital)

As might be expected, primary concerns differed according to type or organization. However, when all the concerns of the four organization types are combined, economic development, as a general concern, was predominant. Other concerns listed as primary concerns included housing and solutions to transportation problems.

It appeared that opposition to economic development was expressed as a response to outside financial use of the neighborhood lands without replacement to Eliot, in terms of employment, community services or amenities around industrial sites and operations.

The four community groups chose three different issues as each of their groups' primary concern. Primary concerns included community vision, jobs and land use. Business and industrial associations did not prioritize housing production or rehabilitation. Neither did they consider traffic a major problem. Four out of five business groups chose economic development as their primary concern.

Public agencies concentrated their concerns almost equally between transportation problems and economic development. Housing was the overwhelming second choice as primary concern. The Hospital differed in rating appearance and health care their major concerns, with employment, housing and traffic secondary. (please see accompanying table)

RANKING OF CONCERNS

	1	2	3	4
COMMUNITY GROUPS	Community Vision	Housing		
	Jobs	Economic Training		
	Land Use	Housing		
BUSINESS	Economic Development	Housing		
	Economic Development	Housing		
	Economic Development	Housing		
	Economic Development	Transportation		
AGENCIES	Transportation	Housing		
	Economic Development	Housing		
	Economic Development	Transportation		
	Economic Development	Housing		
	Transportation	Housing		
HOSPITAL	Appearance	Health Care	Employment	Housing

Interviews

Major issues in order of importance as identified through the interview process.

ECONOMIC DEVELOPMENT:SPECIFIC CONCERNS

lack of state economic grants
insufficient job training

HOUSING:SPECIFIC CONCERNS

amount of available & affordable
housing for low & moderate income
residents
ongoing programs of assistance for
rehabilitation of housing

TRANSPORTATION AND
TRAFFIC:SPECIFIC CONCERNS

traffic routing
controls for safety
intra-neighborhood bus service
inadequate parking on Union
more parks and street trees

ENVIRONMENT AND
OTHER CONCERNS:SPECIFIC CONCERNS

high neighborhood crime rate
poor quality public education
inadequate community health facilities

LAND USES:SPECIFIC CONCERNS

buffer zones between industrial &
residential areas
uses of available land
maintain boundaries of existing uses
mixed use zoning

ELIOT NEIGHBORHOOD MEETING

The following are listed as points of concern, and a brief descriptive statement:

HOUSING

New housing needed in area
 Rehabilitation viable to satisfy some needs if monies available

ECONOMIC DEVELOPMENT

Build more houses, satisfy housing need and employment need simultaneously
 Need strategy to hire local work force, skilled labor available
 Concerned with First Source Agreements (Swan Island)
 Businesses in Neighborhood develop policy to hire Neighborhood residents

PARKS AND TRANSPORTATION

Initial Fear of Fremont Ramp was Grade School safety
 Conflict between surrounding neighborhoods and miscommunication...no common goals
 Misconceptions and differing opinions of ramp's effect for attracting businesses and shoppers for Union and Russell/Williams Avenues.
 Possible access problems worked out if concerns and fears of Neighborhood solved (i.e. safety provisions)

OTHER ISSUESComprehensive Plan/Zoning Conflict

Area west of Vancouver was residential in Recommended Comprehensive Plan
 Neighborhood surprised when Final Comprehensive Plan appeared with area designated C-2.

Design ReviewFinancial AssistanceUnion Avenue Businesses unfriendly to Community Residents

Parking problem shared by Union Avenue and Neighborhood alike
 Businesses not concerned with immediate situation, but rather the future

Incoming Vietnamese

Language and cultural barriers
 Emanuel spokesperson mentioned their interpreters possible assistance

Emanuel Hospital Representation From Community

Emanuel concerned about their "image" in community
 Workable coordinated strategy between community and hospital for determination and locations of proposed uses of Emanuel owned lands.

ANALYSIS

The outcome of the combination of the Neighborhood group meeting and the community leader survey produced a similar list of concerns. Major issues are broken down as follows:

1. Economic Development
2. Housing
3. Transportation and Traffic
4. Environment and other concerns
5. Land Use
6. Conflict Resolution

Following is an enumeration of major points outlined through each step. It is apparent that the result from the workshop meeting and interview process are similar. For the purposes of analysis we intend to regroup and simplify the major headings.

The following is an examination of the components and their interrelationships, as derived from an analysis of their trends. This analysis is a combination of subjective and objective information.

The five previously mentioned major issues were condensed into two classifications:

1. Economic Development, and
2. Housing.

Economic Development

Six major elements contribute to the current situation of economic stagnation in the Eliot Neighborhood:

1. vacant land and buildings,
2. unemployment,
3. lack of local community services,
4. mixed land use,
5. transportation system inconsistencies and
6. poor perception of the neighborhood.

Vacant land and buildings contribute a unique set of variables to create economic stagnation. Factors that lead to vacant land and buildings include over-priced property and mixed zoning. High crime rates and high financial risk lead to a lack of investment.

The problem of neighborhood unemployment stems from a number of reasons. The labor force is largely unskilled and untrained. Local employment opportunities are often filled by workers outside the neighborhood. Difficulties with transportation make it harder for residents to obtain jobs outside the neighborhood.

There are few local commercial services, such as markets, drug stores, restaurants, etc. Construction of the 1-5 freeway and Emanuel Hospital removed many services that have not been replaced. Services are slow in coming due to minimal financial investment. The image of Eliot held by people who live outside the neighborhood is unfavorable. Many see Eliot as a place of high crime and are afraid to invest in commercial ventures.

Land use activities in Eliot are shared by industrial, commercial and residential users. Zoning has contributed to mixed use of the land. Problems may arise as different uses exist side by side. It is possible for different uses to exist in harmony through agreement.

The transportation system in and around the Eliot neighborhood has gone through many changes over the years. The bus system provides good service to many in the neighborhood. The bus does not serve people with special needs, a distant place of employment or unusual time schedules. A large volume of car traffic travels through the Neighborhood. Parking problems along Union Avenue continue into the residential Neighborhood. Parking problems discourage commercial investment.

Eliot is viewed by many as an undesirable Neighborhood because of the reported crime rate, the poor physical conditions of buildings, vacant lots, and traffic congestion.

Housing

Four major elements describe current housing in the Eliot Neighborhood:

1. vacant land and buildings
2. condition of housing stock
3. competing land uses and
4. traffic problems.

Much of the vacant land exists as a result of historical changes in the Neighborhood (expansion of Emanuel Hospital, I-5 freeway, the Fremont Bridge). Lack of investment, local funds and interest allowed buildings to become vacated and unused.

The amount and condition of existing housing does not serve the needs of the community. The current housing supply is limited due to conflicting land use interests preventing development of new housing. Housing development is viewed as a high financial risk by investors. The neglected condition of existing housing is due to lack of personal funds and a lack of knowledge of assistance programs. Absentee land-lords and renters generally lead to poorly maintained homes.

Some landowners are waiting to sell their land to the highest bidder (commercial, industrial or residential). This situation may keep additional housing from being constructed or existing housing from being maintained.

Traffic problems are a great concern to Neighborhood residents. A major concern is for safe streets and sidewalks. Much traffic is created from Emanuel Hospital, Union Avenue and surrounding larger streets that travel through the Neighborhood. This traffic overburdens the streets and in some places crosswalks and other regulators are needed. Due to limited parking,

cars and trucks from commercial areas overflow into residential streets.

The relationship that exists between a culture of poverty and economic stagnation is complex. Elements interrelated to both include; lack of education, unemployment, lower income levels, a need for state financial assistance and an exposure to crime. It is clear that together these produce a circular problem and chain of events that are difficult to break.

Economic stagnation may be characterized by a lack of financial investment in the Neighborhood indicated by a large number of unused buildings and a lack of community services.

Although serious problems are common to older central city neighborhoods, the Eliot Neighborhood is a unique situation. Particular to this Neighborhood are the number of competing interests for land; these include industrial commercial and residential. Even though competing interests exist, a workable compromise may be possible. To achieve this, a commitment toward the development of an integrated communication network is necessary.

Goals and Policies

UPA LIBRARY

This section is intended to meet objectives number one, and two, or the stated purposes of this plan (page 2):

1. To develop a policy framework which will serve as a guiding document for the future development of the neighborhood in compliance with the Portland Comprehensive Plan.
2. To suggest implementation strategies designed to carry out the goals and policies, and to resolve conflicts..

The format for the goals, policies and implementation strategies is as follows:

GENERAL POLICIES

GOAL FOR ECONOMIC DEVELOPMENT

POLICIES

IMPLEMENTATION STRATEGIES

Discussion of the strategies

GOAL FOR HOUSING

POLICIES

IMPLEMENTATION STRATEGIES

Discussion of the strategies

GOAL FOR TRANSPORTATION

POLICIES

IMPLEMENTATION STRATEGIES

Discussion of the strategies

GENERAL POLICIES:

1. To promote, wherever possible, effective energy conservation.
2. To strengthen and clarify Eliot Neighborhood's relationships with other Agencies, Businesses, Groups, and Associations:
3. To achieve the implementation of the above policies through a coordinated effort involving the various Agencies, Businesses, Groups, and Associations who have interests and/or obligations in the Eliot Neighborhood.

GOAL FOR ECONOMIC DEVELOPMENT:

TO PROVIDE EMPLOYMENT OPPORTUNITIES FOR LOCAL RESIDENTS THROUGH THE PRESERVATION OF EXISTING AND THE ENCOURAGEMENT OF NEW BUSINESSES AND INDUSTRIES, ESPECIALLY THOSE LOCALLY OWNED, THAT WILL ENHANCE THE ECONOMIC VIABILITY OF ELIOT NEIGHBORHOOD.

POLICIES:

1. Create employment opportunities that will primarily benefit the chroncially unemployed, and underemployed.
2. Retain the improve those present commercial facilities which will enhance the economic viability of the neighborhood.
3. Attract light industry into Eliot neighborhood without displacing present commercial facilities or standard housing stock.
4. Ensure local job training for neighborhood residents.
5. Encourage the use of incentives and other funding for the creation and stabilization of locally owned or operated businesses and industry.
6. Improve the physcial appearance of commercial and industrial areas.
7. Encourage the development of a new commercial center.
8. Encourage mixed use development within specified areas.

IMPLEMENTATION STRATEGIES:

1. Formation of a Land Use Review Committee to examine land use proposals affecting Eliot Neighborhood.
2. Sponsorship of a Business Workshop to increase local skills in business management.
3. Formation of a Industrial/Commerical Development Committee to examine proposed industrial and commercial projects affecting Eliot neighborhood.
4. Market analysis of the available and developable lands and buildings in the neighborhood.
5. Formation of a private, nonprofit Northeast Economic Development Corporation (NEDCO) to coordinate and administer economic development projects.

6. Location of a Comprehensive Employment and Training Act (CETA) training center in the Eliot Neighborhood.
7. Land banking to manage economic development growth.
8. Formation of a labor pool.
9. Neighborhood commercial center

ECONOMIC DEVELOPMENT STRATEGIES

Increased levels of commercial and industrial development will surely occur within and around the Eliot Neighborhood during the next several years. The availability of vacant land and buildings with commercial or industrial designation, competitive rental rates for leasable buildings, excellent transportation access and proximity to the central business district all make economic development within Eliot almost a certainty. Other factors such as the recent increase in Eliot's population will also stimulate a higher level of economic activity.

Because current zoning within Eliot is fairly flexible and will allow almost any commercial or industrial use to occur, it is very important that the neighborhood have a detailed understanding of what types of economic development are most needed and desired. It is equally important that this development occur where and how the residents and organizations within Eliot wish it to occur.

Through the analysis of various data relating to Eliot, fifteen interviews and two neighborhood workshops, a proposed land use plan and a connected and integrated set of economic development strategies have been developed for the Eliot Neighborhood to help realize the identified development goals and policies.

Capacity Building:

The ingredient most lacking in post Eliot economic development projects (Model Cities, Emanuel), original N.E. Development Corporation, Union Ave. Redevelopment) was meaningful coordination between various community and neighborhood interest groups and individuals.

Much of the problem was created by not having the "capacity" to accommodate and deal realistically with specific economic development issues in a rapid and coordinated manner. For this reason, the Eliot economic development strategies, designed to meet the economic development goals and policies previously stated, center upon the concept of capacity building.

The fundamental rationale behind the concept of capacity building is to create an organizational framework capable of accommodating a wide-range of economic development issues. The process of creating a workable and worthwhile framework must, by necessity, be slow and deliberate if it is to be successful. The ideal is to learn to deal with one type of issue successfully and to gradually take on more complex issues, while broadening the base of support within the community. The capacity to successfully take on economic development issues within a workable framework is the first step toward building a neighborhood control mechanism.

The following proposed strategies are designed to help build capacity within Eliot and inner-northeast Portland in relation to economic development control mechanisms. The suggested strategy steps are sequential, and before proceeding to the second strategy, the first capacity must be realized and successfully implemented. This is important in order to gain community support from both the public, governmental agencies and private sector groups involved in economic development activities.

CAPACITY BUILDING STRATEGIES

1) Formation of a Land Use Review Committee

Purpose: The purpose of the Land Use Committee is to closely examine land use proposals which have a direct influence on the Eliot Neighborhood and the inner northeast area. The committee would organize and communicate the neighborhood's and/or its residents' views on land use proposals including variances, conditional uses, zone and comprehensive plan changes, as well as other miscellaneous land use proposals that affect the Eliot Neighborhood. The committee would have the power to act as the neighborhood's or affected residents' land use agent and to provide technical assistance to individual residents wishing to testify.

Duties: In addition to representing the neighborhood at hearings, proceedings, the committee would be responsible for determining which cases outside of the neighborhood will have an impact on Eliot. The committee would also be responsible for contacting the city to clarify questions on specific cases and to provide a professional "defense" of the neighborhood's views.

Make-up: The Land Use Review Committee should mainly consist of people who reside in the neighborhood, as they are the ones primarily affected. It is recommended that it be formed through the Neighborhood Association and include any other interested parties, groups and organizations.

2) Sponsorship of a Business Workshop

Purpose: The purpose of the Business Workshop would be to provide a forum for Eliot and northeast businessmen to use for the acquisition of information and skill needed in a basic business operation. With this information and skill, presently operating businesses will stand a better chance of winning the war with inflation and the economy. The workshop will afford these businesses the opportunity to improve and possibly expand. It will also assist in the creation of new businesses by helping local northeast entrepreneurs enter the market place and to locate new establishments in Eliot and the northeast in an orderly, organized, and well-planned fashion.

Duties: The primary duties of the Business Workshop would be to assist and inform business people or prospective business people on not only operations of a business, but to help them with particular problems inherent to Eliot and the northeast. Information should be provided on the various aspects of business administration, including methods of finance, marketing, basic economics, and perhaps employee relations. Additional information should be provided on the various aspects of governmental regulations. Topics should include zoning and its interpretation (conditional uses, variances, density bonuses), the tax system (programs, incentives), and the permit system (building permits, building

codes, etc.)

Make-up: The workshop should be organized through contact with the Northeast Union Avenue office of the Portland Development Commission (NEPDL). The NEPDL would be responsible for organization of the workshop in regards to times, frequency of meetings, location of guest speakers and/or lecturers, and with finding a space for holding the workshop.

Potential Funding Sources: (80-81)*

Minority Business Incubation Program: \$725,000
provides technical assistance and financing
to minority firms.

PSU Center for Business and Community Development: \$200,000
establishes a center to provide technical assistance for
business and community development. Applies University
expertise to the solution of practical problems.

These figures represent substantial amounts, yet they are potentially available for Eliot if the city and PDC see the support base. In any event, even without the monies, a smaller scale voluntary workshop could still be established, again by the NEPDC and would be able to fulfill the purpose and duties mentioned above.

3. Formation of an Industrial/Commercial Development Review Committee:

Purpose and Duties: The purpose of the Industrial/Commercial Development Review Committee would be to examine proposed industrial and commercial projects and to assess their impacts on Eliot and the inner northeast area. The committee would determine the viability of a proposal based on its location, potential for job creation, ability and willingness to hire locals, accessibility to transit, potential for congestion, and to determine if it fits proposed recommended land uses for the area (see our recommended land use section). By fitting the land use suggestions, the proposal would then be able to minimize or eliminate all adverse effects, including housing displacement and traffic congestion. The committee would also be responsible for helping a developer locate an alternate building site if the committee found his or her initial proposal to be undesirable. The committee would also be responsible for offering any trade-offs or incentives available to reasonably assist in the location of viable development in Eliot and the northeast and to ensure that the location is what is desired by the people of the Eliot Neighborhood.

Make-up: The make-up of the Industrial/Commercial Development Review Committee should include members from the various organizations of Eliot and the inner northeast which have shown an interest in Eliot's future land use patterns. Members could come from such factions as the Eliot Neighborhood Association, Union Avenue Building Boosters, Inner-Northeast Economic Council, Lower Albina Industrial Council, Fair Share

* Funding information provided by City of Portland Comprehensive Economic Development Strategy 1980-81 Executive Summary. Amounts are annualized and do fluctuate. The figures are only potential, but are possible.

and Emanuel Hospital. Additional members might include representatives of local religious groups, the Black United Front, and any other concerned organizations. The key would be interest and commitment. The membership of the committee should be flexible, yet not so flexible as to create inconsistent and arbitrary decision-making.

4. Market Analysis of Eliot

Purpose: The final "Capacity Building" technique involves a careful market analysis of the available and developable vacant lands and buildings within the Eliot Neighborhood. The purpose for the market analysis would be to provide a summary of these developable lands and buildings to developers, real estate agencies, and other organizations whose primary duties are to find such properties. In this way, the Eliot Neighborhood would have a jump on other areas in the procurement of job creating business and industry. By already having the initial steps of a development completed, i.e. the market analysis, prospective acceptable developments will be able to begin construction perhaps months ahead of time.

The content of the market analysis would include the numerous pieces of information a client would wish to know about a piece of property such as: the zoning and land uses permitted, area demographics (population, incomes, age, etc.), labor force information, existing physical factors (sewers, roads, lighting, sq. feet, etc.) and perhaps most importantly, the desired land usage as determined by Eliot recommended land use. By having the market analysis available for all developable property, a prospective client would have easy access to information in helping him find a site to suit not only his/her needs, but those of the Eliot Neighborhood as well.

Make-up: The Portland Development Commission (PDC) would be the agency responsible for the creation, maintenance, and updating of the market analysis. However, in order for the PDC to do this, the base support is needed from the Eliot Neighborhood. Initial contact might come from the Industrial/Commercial Development Review Committee (see Capacity Building Scheme No. 3)

Potential Funding:

Economic Development Planning: \$120,000
 Program Planning, implementation, and evaluation for
 economic development in Portland.

5. Formation of a Private, Non-Profit N.E. Economic Development Corporation

Purpose: NEDCO would be the culmination of the previous capacity building techniques. The purpose of this private non-profit development corporation would be to coordinate and administer economic development projects in inner N.E. Portland. A full-time staff would assist local businesses with marketing and accounting techniques while providing a possible source of funding for northeast businesses wishing to expand or modernize.

Staff expertise with loan packaging, government sponsored economic development programs and a marketing expertise will make NEDCO beneficial to all community and business organizations.

Duties: NEDCO would, on a permanent basis, incorporate into its organizational structure the aforementioned capacity-building committees. In this way NEDCO becomes the logical extension of the various committees and projects described earlier.

NEDCO staff would assist local businesses in locating, packaging and funding economic development projects of various sizes, purposes and descriptions.

Economic development assistance in the form of federal, state and local grants-in-aid will be more easily obtained within the simplified organizational flow created by the formation of NEDCO. (See figures 1 and 2 : Flow Chart) Project approval will also be more easily obtained or negotiated within this structure. Currently, industrial and commercial assistance proposals are hampered by the confusing array of governmental agencies involved. NEDCO would simplify this process greatly and the small-businessman and other economic interests fight through "bureaucratic red-tape".

NEDCO, by virtue of its non-profit status will be eligible for tax breaks and other federal and state programs available to non-profit development organizations.

NEDCO could, in the future, involve itself in various projects or programs such as:

Land Banking for future development
Revolving Loan Funds for economic development
Labor Pools of locally unemployed skilled workers
Neighborhood Commercial Enterprises
Commercial and Industrial Rehabilitation

Make-up: NEDCO membership could be open to all businesses in inner-northeast Portland. The board of directors could be composed of representatives from various community and business organizations, including but not limited to those groups contracted for this project, (Lower Albina Industrial Council, Inner Northeast Economic Council, Union Ave. Business Boosters, Neighborhood Associations, etc.).

By bringing together the diverse groups and interests within inner-northeast Portland into a coherent organizational structure, economic development activities will be more responsive to the needs and desires of various actors within the community. An enhancement of political clout should also be forthcoming by forming a coalition of many groups and individuals stressing economic development projects that are responsive to the needs of the community.

A full-time director and economic development staff of five to ten persons could easily handle the initial responsibilities of NEDCO.

Potential Funding:

CEDS proposed: \$650,000
for the foundation of a development
corporation for Northeast Portland

NEDCO would help realize the Eliot economic development goal while using the policy statements as a directorial and analytical tool to guide future economic development.

Other Economic Development Strategies: Upon completion of the capacity building schemes which enhance basic neighborhood support and lay the organization and groundwork necessary to make NEDCO viable, other economic development strategies can be proposed and attempted. They can be started after the formation of NEDCO, in conjunction with NEDCO, or as a supplement or addition to the previously mentioned capacity building schemes.

6. Location of a Comprehensive Employment and Training Act (CETA) Training Center in the Eliot Neighborhood.

The effort for this training center, which will help with our overall economic goal plus policies one and four, should be taken through the Northeast Coalition of Neighborhoods and the Northeast Union Office of the PDC. The location of the building in Eliot, specifically the Union Ave. industrialized area (south of Russell and north of Broadway), is related to the fact that the area is deemed "economically lagging", has a city-wide central location, and is nearby to many existing industrial facilities. The center could possibly be situated in one of the existing vacant buildings, and could be renovated using HCD funds (see housing strategy funds).

7. Land Banking.

This strategy would involve interested neighborhood groups, either NEDCO or the Industrial/Commercial Review Committee, locating parcels of land to be publically owned and then sold for development that will meet the neighborhood's desires. In this way, growth can take place in a carefully thought out manner and without disturbing the character of the neighborhood. This option should be carefully considered as Eliot is a prime area for expansion of upper-income type housing such as high-rise condominiums.

8. Formation of a Labor Pool.

NEDCO, upon its inception, or for today, the Neighborhood Association, should compile a list of unemployed who are willing to do skilled or unskilled tasks. This would allow the highly unemployed labor force of Eliot to earn some extra income (especially youth, many of whom do not qualify for unemployment) and to provide for low cost improvement to the area's homes, businesses, and parks. This would be particularly useful to homeowners and businesses that otherwise could not afford minor improvements.

9. Neighborhood Commercial Center.

The Inner Northeast Economic Council (INEEC) has designated funds for the feasibility of such a center in Eliot. Ideally, the center would be located in the vacant building on the southwest corner at the intersection of Russell Street and Williams Avenue and would contain a mixed use of commercial on the ground floor with residential dwelling units comprising the upper two floors.

Potential Funding Sources:

Following is a list of possible funding sources administered by various agencies of the U.S. Department of Commerce, primarily the U.S. Economic Development Administration (EDA), with some monies going through the Minority Business Development Agency (MBOA). The sources are for projects that the city and P.D.C. hopes EDA will support. Neither the EDA nor the city has yet made a commitment as to where in the city the funds would be spent upon procurement. Therefore, it is very important to show a base of interest and support by the residents of a neighborhood. Otherwise, the city, upon acquisition of any funds, will spend the money in areas showing interest, or it may put the money into projects which help the city as a whole, while possibly adversely effecting the neighborhood targeted for development. Thus, by following a "capacity building" scheme as described earlier, the following funds, if acquired, would be spent in a way that would benefit, not harm the Eliot Neighborhood.

1. Skill Training Center. \$235,000.00 to create a center for training of CETA eligible Portland residents (see strategy 1). The money would be used to train residents for private sector jobs which satisfies certain E.D.A. criteria.
2. Industrial Site Development Fund Supplement. \$1,300,000.00. These funds would be used to provide physical improvements to industrial sites to provide blue-collar jobs in the inner-city. It is hoped that any improvements would meet the guidelines of our recommended land use strategy and would meet with the approval of the recommended Industrial/Commercial Development Review Committee.
3. Economic Development Revolving Loan Fund Supplement. \$1,600,000.00. This money goes to permit continued job-creating business loans.
4. Economic Development Planning. \$120,000.00 This money could be used for professional planning help in acquiring federal dollars with strict standards and criteria. Additionally, it could be used for an area wide market. Analysis (see capacity building scheme 4).
5. Minority Business Incubation Program. \$725,000.00. This money is used to provide technical assistance and financing to minority firms. The money could be used in capacity building scheme II (business workshop) and to help fulfill economic policies one, two, and five.
6. Development Corporation for N.E. Portland. \$650,000.00. This money would be used for the creation, development and operation of the Northeast Development Corporation (NEDCO).

7. P.S.U. Center for Business and Community Development. \$200,000.00. Establishes a center to provide technical assistance for business and community development. Applies University expertise to the solution of practical problems. The money could be used for the Business Workshop and for the formation of the Land Use Review Committee as well as the formation of the Industrial/Commercial Development Review Committee.
8. Market Feasibility Study. \$3,000.00. This money has been designated by the Inner Northeast Economic Council for the feasibility of a Neighborhood Commercial Center on the corner of Russell and N.E. Williams.

Conclusion:

By providing an economic development plan for initial action that is fair to the residents as well as to the business community, the Eliot Neighborhood now has a vehicle to use for responsible growth management. The benefits of this plan to the Eliot Neighborhood mainly involves the creation of jobs for its highly unemployed work force. In addition, these jobs will be created without displacing existing businesses and housing and with only minimal effects on traffic, because activities will be concentrated mainly along major city streets (Union, Interstate Ave.). The benefits for business include site analysis and development, i.e., finding the appropriate location for a particular activity. By suggesting appropriate locations, the business will maximize its efficiency in not only getting through the permit process, but in locating for ease of access for not only freight, but for customers as well. This systemized planned location process will also help assure harmony between new and proposed activities and the indigenous neighborhood residents and businesses. Additionally, business will also benefit by being exposed to free planning, technical, and business assistance. Finally, and most important, by following this plan for action, i.e., capacity building, the Eliot Neighborhood will have control of its own destiny by establishing a formidable power base. With this base the neighborhood will be able to ward off the threat of certain undesirable development high rise which would endanger neighborhood character and cause massive housing and business displacement.

GOAL FOR HOUSING:

To provide an adequate and mixed supply of safe, sanitary housing at a price and rent level appropriate to the financial capabilities of present and future residents while maintaining the character of the neighborhood.

POLICIES:

- 1) Provide and encourage an adequate mix of housing types for both low and medium income households.
- 2) Encourage and assist in maintenance of existing structurally sound residences.
- 3) Encourage construction of new housing (infill and vacant lots) ensuring conformity with the present visual character of the neighborhood.
- 4) Encourage mixed assisted housing dispersed throughout the neighborhood.
- 5) Improve the physical appearance of the residential areas.
- 6) Maximize personal security through design.
- 7) Avoid displacement of current residents to the fullest extent possible.
- 8) Encourage homeownership, especially among lower income residents.

IMPLEMENTATION STRATEGIES:

- 1) Formation of a non-profit Housing Development Corporation to protect existing housing, encourage housing rehabilitation, and to attract new housing.
- 2) Improve the neighborhood image through clean up projects, planting street trees, and installation of street lights.
- 3) Assist in housing rehabilitation through awareness of existing loan programs administered by the Portland Development Commission.
 - a) Investor Rehabilitation Loans
 - b) Public Interest Lender Loans and Title I Insured Loan Program
 - c) Section 312 and P.D.C. 3% Loan Payments
 - d) Deferred Payment Loan Program
 - e) Emergency Home Repair Program
 - f) Housing Recycling Program
 - g) City and Utility Company Weatherization Loans.
- 4) Assist low income renters through awareness of renter's subsidy under Section 8 of the Federal Housing Program.
- 5) Develop design standards for new housing.
- 6) Attract new housing through land banking by the Neighborhood Housing Development Corporation, flexible zoning, planned unit developments, and mixed commercial and residential zones.

Immediate Strategies

The first set of immediate strategies involve image-building actions. Eliot has a reputation for having one of the highest crime rates in the city. Visually, it has some image problems as well. When passers-by see boarded up buildings, empty lots with weeds and broken glass, the impression is not a favorable one.

One of the first things the neighborhood could do would be to start a clean-up effort. Local service clubs with the city donating dumpsters and trucks, could begin cleaning up areas in the residential section. Yard could be cleaned, sidewalks, empty lots, etc.

A similar strategy, involving a 'neighborhood party' could encourage residents and inform them of clean-up, image building efforts. Such local enterprises as the beer distributor, the dry ice company, the bakery, and Emanuel Hospital could sponsor such a party. The goal of both of the above strategies would be to establish credibility for the neighborhood and to unite the residents in a common effort.

The physical appearance of the area could be enhanced by the planting of trees on local streets. Not only would trees be aesthetically pleasing, but they would help to keep down excess noise and would also help with air pollution. The city department to contact is the Park Bureau.

Efforts to lower crime must also be initiated. Residents could petition the city Public Works office to install better street lights which could make residents more visible and would act as deterrents to potential crimes. Other crime prevention programs could also be initiated. Neighborhoods in the southwest and other areas of the city have worked on crime problems and Eliot could learn from their efforts. The Office of Neighborhood Associations (248-4519) can provide some information on this.

One of the major instigators of crime is the practice of colliseum goers to use Eliot Neighborhood streets for parking. Their cars sit unattended in dimly lit streets and are an open invitation to break-ins. Perhaps city police need to provide better patrolling during peak coliseum use, or local unemployed residents could be hired to protect the parked cars!

Another immediate strategy for neighborhood image building would be for the Neighborhood Association (or the Housing Development Corporation) to set up a series of neighborhood workshops in which city representatives would explain the various city loan programs for housing rehabilitation, and residents would learn how to fill out the necessary forms etc.

Once image-building efforts are well underway, the neighborhood could sponsor a tour where city officials (the mayor, city council people, HCD department heads, PDC representatives etc.), local lenders, realtors, community leaders, etc., are invited as well as television and the newspaper. They could then see first hand clean-up efforts, the innovative programs such as RUNT and QUAD and the general commitment on the part of Eliot Neighborhood to become vital once again.

Because of the various conflicting interests within the neighborhood, it is especially important that housing and residential areas in Eliot be protected and maintained. The neighborhood has many sound residences which could be rehabilitated and brought up to current standards and codes. In addition, there are many vacant lots within residential and proposed residential areas which could be used for new housing construction. Eliot Neighborhood, with its proximity to downtown and Lloyd Center and with its relatively inexpensive homes, could very quickly become a desirable place for people to live.

In the development of housing strategies for the neighborhood, several issues must be noted. First of all, it is important to note that with the current zoning, many structures and vacant parcels could become commercial uses unless a strong housing policy is developed. Second, unless Eliot's image is improved, no housing strategies will be any use. Finally, a cohesive neighborhood where residents work actively to improve things is the type of neighborhood which can revive itself from being non-productive to being viable once again.

Housing Development Corporation

The first strategy we recommend is the formation of local power base, often called a housing development corporation. Its functions would be to protect existing housing in the neighborhood, to encourage housing rehabilitation, and to encourage housing rehabilitation and to attract new housing.

This corporation would be non-profit and would bring together various groups within Eliot. Board members could consist of someone from the neighborhood association, the churches, Fair Share, a realtor, a local banker etc. It is important that people with a knowledge of housing issues be included as well as having adequate representation of residents.

As a non-profit organization, the corporation would be eligible for technical and financial assistance from public and private organizations. Such agencies as HUD and the National Coop Bank offer financial assistance to self-help neighborhood groups as do many other organizations. Such a corporation would also help to establish credibility with the city of Portland as well as with developers and investors and it could show an active commitment towards improving the neighborhood.

A housing development corporation could work with such agencies as the Portland Development Commission in securing land for future housing use. It could also negotiate with various interest groups represented in the neighborhood. For instance, Emanuel Hospital might be convinced by this group to develop the southern portion of its land for multi-family housing with a small park or playground. (The Urban Renewal Agreement call for 20% of the Emanuel site to be dedicated toward housing.)

Many inner city neighborhoods have formed self-help housing corporations to work at improving the housing situation and most have been very successful. These corporations have done such things as buying abandoned houses at low cost and moving them to vacant sites within the neighborhood using public and private financial and technical assistance. Other groups have formed housing cooperatives and have taken over neglected apartment buildings. While these endeavors could only take place once a corporation is well established, there are more immediate things that could be started in Eliot:

Rehabilitation of Existing Stock

As mentioned previously, there is a need to preserve housing in Eliot against competing interests. A recent 'Housing Assistance Plan' reports that 88% of the city's substandard houses are worth renovating. An immediate strategy would involve rehabilitation of already existing housing stock, which in turn would encourage and attract re-investment in the neighborhood. The city of Portland has several good loan programs for owner occupied as well as investor owned housing and all the programs are available in the Eliot area. The following is a brief description of each:

1. Investor Rehabilitation Loans: provides below market interest loans for rehabilitation of large (5 or more units) multi-family & commercial properties. (PDC)
2. Public Interest Lender Loans (PIL) and Title I Insured Loan Program: rehabilitation loans for low and moderate income homeowners and some multi-family @ 7½% interest.
3. Section 312 & PDC 3% Loan Programs: rehabilitation loans available to low income homeowners and some multi-family units.
4. Deferred Payment Loan Program: provides loans at 0% to elderly and handicapped homeowners for critical repairs on their homes. Loans are repayable on the sale of the house.
5. Emergency Home Repair Program: assist lower income owner occupants to maintain their home by providing labor and materials for needed repairs.
6. Housing Recycling Program: purchase and rehabilitation of useful abandoned housing (Innovative Grant Program).

These and other loans and programs are administered by the Portland Development Commission.

In addition to the above city/federal programs, there are other options which are worth seeking out. The city has an energy program with a center located at NE 28th & Broadway, phone #248-4636. This office can provide information on weatherization programs, loan programs through the utility companies, etc. The city has just received several million dollars in the form of a UDAG Grant for energy programs and the office is currently working on a low income weatherization project.

The Housing Authority has recently begun a program where it buys up older home, renovates them, and sells them to low income persons. This type of program could be very beneficial to Eliot residents and should be investigated more thoroughly.

Displacement

Displacement is a problem which has concerned many of us. Inevitably when an area experiences revitalization, the lower income renters are pushed out by rising rents and high purchase prices of homes. As is noted in a Northwest Portland study on the problem, "Displacement hurts both the individual and the neighborhood as a whole. For the person displaced, having to move means added physical exertion, expense and uncertainty . . . For the neighborhood, displacement means that longtime residents are leaving, and along with them go the rich diversity of persons so distinctive of Northwest for so long. Their loss of a home, in a sense, reflects the neighborhood's failure to shape opportunities for its less affluent residents."*

Housing policies 7 and 8 deal with displacement and the need to enable low income residents to become homeowners. Let us hope that a housing strategy will take into account the problem of displacement so that Eliot does not repeat the problem experienced in Northwest Portland.

Several policies, studies, etc., throughout the city can be helpful to Eliot. The city has a "rental regulatory agreement" as a required part of its rental rehabilitation loans. Under this agreement, landlords may not raise their rents above a certain amount for a period of five years following rehabilitation. This policy severely limits displacement due to higher rents. See P.D.C. for further details.)

The Bureau of Planning is currently undertaking a city-wide displacement survey to more accurately assess the problem. Results should be available within about a year or possibly sooner. The survey will be used to recommend policies to city council.

The Housing Recycling Program, mentioned previously, speaks to both policies 7 and 8. This program assists low income people to become homeowners and could help to combat displacement in Eliot. On a normal scale, the National Association of Neighborhoods (NAN) is involved in displacement issues and generally would be a good resource for Eliot.

A final immediate strategy would be to ensure that all eligible renters in the neighborhood take advantage of the renter's subsidy under Section 8 of the Federal Housing Program. This program pays the difference between 25% of the tenant's income and the market value of the unit. This subsidy applies to both rehabilitation as well as new units.

The lower income residents, the renters who constitute over 40% of the neighborhood's population, cannot be left out in the cold in considering housing strategies. Efforts must be made to avoid displacement in the process of revitalization.

*"Housing Displacement in Portland," Fact Sheet, NW Displacement Prevention Project.

Future Strategies

Once a housing development corporation or other such group has developed a history of effective effort and commitment, longer range strategies can then be implemented. These include innovative housing rehabilitation ventures, new housing production, and design standards for preserving the character of Eliot Neighborhood.

A resource which offers numerous suggestions for rehabilitation of housing and general neighborhood revitalization is a book entitled People Power. It is published by the Department of Consumer Affairs and gives case histories of consumer groups which have been successful at combating inflation, neighborhood decay etc. A development corporation, once well established, could actually become involved in housing rehabilitation itself. Such agencies as the National Corporation for Housing Partnerships (NCHP), the Neighborhood Re-investment Corporation, and others, offer technical as well as financial assistance to non-profit neighborhood groups. These agencies could be approached for funding which would allow the corporation to buy up substandard housing, renovate it with neighborhood labor, and re-sell it to low income residents.

This is one example of how a cohesive and dedicated neighborhood group can guide housing development and provide assistance for members of the community. It is important for the neighborhood to concentrate on self-reliance and self-help efforts. In an era where public monies and programs are being cut back, a neighborhood group must develop strategies which go beyond the typical housing assistance programs. A more detailed listing of pertinent agencies and publications is provided at the end of this discussion.

Design standards for new housing development in the neighborhood is an important strategy. To some degree, this is already underway in that a group of Eliot residents are working on design changes for proposed new subsidized housing. Obtaining technical assistance from concerned architects and builders can be very helpful. The Community Design Centers located in New Jersey with branches throughout the country offer technical assistance to non-profit and neighborhood groups and further investigation may be worthwhile.

Once design standards are set up as neighborhood policy, new construction would be more appropriate with the established neighborhood character.

Strategies for new housing could begin once rehabilitation and image-building are well under way.

Until economic conditions improve, the Housing Development Corporation might participate with the P.D.C. in a land banking program to purchase land in the neighborhood for future construction of new housing. Proposals for development might be attracted by offering incentives in the form of lower property taxes or direct subsidies. Federal grants are available to communities having physical and economic distress, and which can demonstrate willingness and results in providing equal opportunity in employment and housing, including private investment capital.

Conclusion

It cannot be stressed enough that local initiative and perservance are the forces which will help Eliot Neighborhood to draw itself up out of a slump. Residents as well as those with financial interests must overcome misunderstandings and conflicts, however difficult this may be.

Because there is a city-wide need for housing, both assisted and market value, Eliot seems to be a viable location for preserving and encouraging housing. Its proximity to downtown, to major transportation routes, Lloyd Center, as well as its turn of the century architecture are all assets in its favor.

Protecting the existing stock as well as the existing residents is of primary importance. If Eliot can be seen by city officials as a neighborhood which strives to maintain its integrity as a neighborhood, then it can more readily continue to exist as a neighborhood, rather than an commercial industrial outcropping of downtown Portland.

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GOAL FOR TRANSPORTATION:

To promote the development of an efficient, effective and safe transportation network which meets the needs of the neighborhood and the region, while maintaining standards of safety, and environmental, physical and aesthetic quality.

POLICIES:

- 1) To ensure safety and efficiency through the development of a vehicular circulation system which discourages traffic on local streets while encouraging traffic on arterial and collector streets.
- 2) To confine non-residential parking to those areas where the economic activity occurs.

IMPLEMENTATION STRATEGIES:

- 1) Monitor the effectiveness of the Union Avenue median strip in reducing traffic volumes east-west streets intersection Union Avenue.
- 2) Establish a 90 day trial period of permitting traffic to turn from the Fremont Bridge off ramp onto Cook Street, during which time, traffic volumes would be monitored and an assessment made of the effects on the neighborhood.
- 3) Conduct a study of the business related parking needs on Union Avenue, and the extent of the problem of non-residential parking on adjacent streets.

The neighborhood interest group survey and the first neighborhood meeting uncovered a number of perceived traffic and parking problems in the Eliot Neighborhood. They ranged from concerns about traffic circulation and the perceived safety threat to residents, especially children, to street improvements, parking, need for signals and signs, direct access to the neighborhood, to concerns about a need for a more adequate bus network.

Upon analysis, some of these problems were determined to be misperceptions, particularly the need for a better bus network. Although the bus routes do tend to run north/south with a few lines running east/west, the area actually has very good bus coverage. The neighborhood presently has seven bus routes which border or cross through Eliot.

Our analysis also revealed that the streets were actually in very good shape; many are newly paved. The neighborhood and the Lower Albina Industrial Council have a list of changes with respect to lighting and signs which are considered by the city.

After realizing that the above three perceived problems were either already being handled or were in fact misperceptions, our transportation section focused on the circulation pattern and on the parking problem. The transportation goal statement and the resulting policies were formulated based on these issues.

It became immediately apparent that any transportation policies would have major impacts upon present and future residential, commercial, and industrial land uses. Thus it became a major emphasis of our approach to develop policies which also met the goals and policies of the housing and economic development sections. This was interpreted to mean restricting through traffic from residential streets, while encouraging traffic on those streets where economic activities occur now and are anticipated in the future. Parking resulting from these activities should be therefore confined to those areas where the activity took place.

The primary traffic circulation problems occur in two areas-along Union Avenue, and around the Fremont Bridge limited access ramp. Traffic from these two sources creates safety and noise problems for the residents, leading to specific concern for the safety of the children around the school and parks.

Union Avenue has recently undergone extensive redevelopment. One of the results of this project has been the installation of traffic medians down most of the avenue. According to the Bureau of Street and Structure Engineering one of the purposes of the median was to reduce traffic volumes on the streets perpendicular to Union. The Union Avenue improvements are so recent that no additional strategies should be implemented until the effects of the median have been noted. Hopefully it will reduce the amount of traffic flow to volumes acceptable by the residents.

The other traffic circulation problem involves the limited access Fremont Bridge ramp. Although its primary purpose is to provide access to Emanuel Hospital and Stanton Yard, it supports a large volume of through traffic. Because of the present turn restrictions, the traffic must either drive through the Emanuel Hospital ground and then into the neighborhood, or make an illegal turn off or onto Cook Street. Traffic counts taken through the Summer of 1980 tallied an average daily volume of 5,000 vehicles per day using the ramp. Visual observations noted that 80% of these trips illegally entered or exited off of the ramp.

It is interesting to note that an inter-office city memorandum stated they had received no official complaints about the present traffic volumes. A review of the Neighborhood Information Program Profiles for 1979 found that in that year Eliot made only one complaint to Traffic Engineering, suggesting the possibility that these traffic volumes may in fact not be as bothersome as we originally perceived. The memorandum did state, however, that Emanuel Hospital could not be pleased with the 20% volume of obedient drivers who obey the restriction signs and go through the hospital grounds.

The memorandum went on to state that due to the clear visibility of the signs and because of their good condition, the drivers making illegal turns must feel a direct need to contradict the restrictions. The memorandum further stated that a 90-day trial might be a possibility, during which time the restrictions would be lifted, allowing the turns. During this time period, volumes would be monitored to determine whether they exceeded levels considered unacceptable by the neighborhood. This limit could be predetermined so that if capacity exceeded the limit; the signs could be reinstated before the end of the trial period.

It is our recommendation that such a trial period be instituted, to properly document the traffic volume patterns in that section of the neighborhood. If the trial proves successful, we recommend the removal of the restrictions, thus limiting the amount of through traffic filtering through the neighborhood.

If the test proves unsatisfactory, another test should be conducted to determine the actual traffic flow pattern and how it disperses through the neighborhood. Appropriate solutions may appear evident from the results of this study.

In analyzing the traffic problem around the ramp, there are two alternatives which could be used. For various reasons, we have chosen to disregard both. The first proposal is to close down the ramp permanently. We view this as an unnecessary extreme, due both to the necessity of proper regional access to Emanuel Hospital, and the low number of complaints registered to date.

The second option calls for a relocation of the ramp. The Fremont Bridge Access Study Draft Environmental Impact Statement shows the four considered alternatives. The most discussed (and debated) alternative was to extend the ramp to Fremont Street. Due to public outcry, this was not adopted. Instead, the existing temporary limited access ramp was built.

We have chosen the present situation as the option which benefits Ellet neighborhood the most. The Impact Statement found the Fremont extension as the best alternative, followed closely by the NO BUILT-present situation option. However, the EIS stated that the former would actually reduce traffic flow in Union Avenue south of Fremont. We found this to be detrimental to the stimulation of economic development along Union Avenue. It is not known whether the Union Avenue Redevelopment Program would offset this negative impact. Due to the possibility of a negative impact, the lack of neighborhood support for a ramp extension, and the closeness in ranking of the No-Build-present situation alternative, we chose not to consider any further extension of the ramps. It is our belief that a modification of the current ramp via circulation access changes could reduce, if not fully eliminate, any potential current or future traffic problems. Therefore we support a time trial with all restrictions lifted followed by careful monitoring of the resulting traffic circulation pattern and flows resulting in the eventual modification of the present circulation pattern to more effectively and efficiently control traffic.

The second major policy area involves parking problems resulting from the elimination of parking spaces along Union Avenue. A lack of off-street parking has resulted in the excess capacity filtering onto nearby residential streets. Both residents and businesses perceive this as a problem. Unfortunately up to now there has been no concerted effort on behalf of the residents and the businesses to achieve an acceptable solution.

The Bureau of Street and Structure Engineering questioned businessmen along Union Avenue and arrived at the conclusion that they did not object to the loss of parking spaces on Union itself. A study conducted through

the Bureau found the on-street parking to be underutilized. Of the 500 or so spaces along the street, under 100 were used on any one day. The study also found that over 50% of the land along Union had available off-street parking. In conversation, Peter Tryon, the Union Avenue Project Manager until this year, stated that there was less land available along Union between Fremont and Broadway, and that the potential need for off-street parking in this area may be greater.

While planning for the Union Avenue Renewal was continuing, the Bureau of Street Structure Engineering tried to interest local businessmen in the provision of off-street parking. Only one businessman whose business was actually located a block north of Eliot, was interested in the offer of a free city built parking lot. Apparently at the time (August, 1979) it was felt there was not a need for additional off-street parking.

Business Boosters have recently formed a task force to determine parking needs. The task force came up with a need for ten lots on Union, through they did not specify the locations. This need request is currently on file and will be considered as a possible fundable project by city council in the near future.

It is hoped that this discussion illustrates the lack of enthusiasm on the behalf of local businessmen for both the need for additional parking and any desire to be involved in the process. It may be possible that the problem is not as significant as we had assumed. It is our recommendation therefore, that a study be conducted to determine the extent of the problem, and the number of off-street parking spaces which should be provided. This process can be updated over time to take into accounting changing land uses.

The process involves first counting the number of housing units and their population on a block by block basis. Then the total number of spaces available off-street and on-street are calculated block by block. A survey is then conducted, measuring demand at various times of the day and week, to determine a typical utilization figure for each set of parking spaces. These figures can then be compared against a past set of figures to determine the change in demand over time. Areas where both off- and on-street facilities are at capacity most of the time become prime target areas for consideration of an additional lot.

Should additional spaces be required, there are a number of alternatives to consider. The first is that the city be asked to purchase, develop and maintain a public lot. This would involve the city purchasing the land by using Federal Highway Funds or through EDA funding, and then constructing the lot. The lot may then remain public, or be leased to a business for a minimal cost. The business would be required to maintain the lot. If parking fees are levied by the business, they must only cover cost of maintenance. The lot would remain open to the public (no private spaces allowed), and time limits can be imposed if they are reasonable, though the lot cannot be patrolled. This alternative would only apply to existing structures.

Another option is for the business to buy the land, and then lease it to a parking company to develop and regulate. The lot would be a private lot, charging whatever the market will bear.

The third option is for the business to buy, build and maintain the lot himself. Due to the capital involved, many businesses may reject this alternative.

The fourth alternative involves the business buying the land and then leasing it to the city. The city in turn would build the lot and then lease it back to the business, which would be required to maintain the lot. However, the lot would remain open to the general public.

This last alternative combines the better features of the first three while maintaining lower costs for all involved. The business does not have to pay the additional cost of developing the lot. The city's cost is halved as well (if the original option was total city funding), increasing both the total number of lots which could be built from the same funds, and also the chance that the city will approve the project. This alternative also has the advantage of keeping the land in private ownership, and therefore on the tax rolls.

Should a developer wish to change the use of that land once city funds have been used, he would be required to pay the City the remaining unamortized value.

The other alternative is the most radical, and involves blocking through traffic on certain adjacent streets and allowing parking for customers on the cul de sac opening onto Union Avenue. This would involve a some additional research to determine which streets could be effectively blocked off without serious impeding traffic flow. It would require the approval of the residents on that street, and additional agreements with utility companies, and the various city agencies involved. A preliminary calculation determined that if a 100 foot cul de sac were made, and ninety degree stalls marked out, there would be approximately eight spaces created. This low figure results from the need for a buffer zone to block the street, and the standards described in the "Transportation and Traffic Engineering Handbook," by the Institute of Transportation Engineers. This configuration would also require a 45 ft. right-of-way (i.e, the width of the street). Other configurations either require wider right-of-ways, or involve turn around circles, both of which make this alternative unfeasible.

Further research on this alternative would be required before it should seriously be considered. The low number of resulting parking spaces, the possible traffic flow disruptions, and possible inconveniences to street residents may combine to make this an unrealistic proposal.

The alternative which we suggest be implemented is the fourth one, where the developer buys the lot and the city develops it. It is the most feasible solution when both the city's and the business's financial interests are considered.

We also suggest that all additional development along Union Avenue be required to provide additional parking, unless it can be shown that there is already an excess of spaces in the immediate area.

If the city involvement alternatives are used, they would require strong lobbying. There are numerous transportation-related projects proposed yearly and only a certain number are approved. The need for the parking would have to be clearly shown (hence the need for the procedure discussed earlier) and continued interest in the project until implemented.

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Land Use Plan

SCENARIOS AND CONSEQUENCES

Three alternative land use scenarios for the neighborhood were prepared, along with the probable effects of implementing these alternatives. The three scenarios were intended to illustrate the effects of the possible maximization of industrial (manufacturing), housing, and commercial land uses in Eliot within the framework of the Portland Comprehensive Plan. From these scenarios and the resulting consequences analysis, a preferred land use plan was developed.

1. Maximize industrial use.

By encouraging manufacturing use in all zones where it is permitted in the comprehensive plan, the acreage of industrial use would increase from the present 57 acres (22.7%) to 120 acres (47.6%).

Probable consequences:

- Increase in vehicle traffic and congestion
- Increase in motor vehicle accident rate
- Demand for additional parking space
- More truck traffic
- Demand for additional housing
- Elimination of vacant land
- Elimination of substandard housing
- Increase in land value
- Conflict with residential uses

2. Maximize new housing units.

This scenario would maximize potential new housing units on vacant land, and utilizing all allowable upzoning under the city comprehensive plan. With the exception of the Lower Albina industrial area, Eliot neighborhood has five zoning classifications which allow residential uses; R2.5, \$1, RH, C2, and M3.

The following table illustrates the expected units per acre density, and total potential units in each zoning classification.

Zone	Units/acre	Potential Units
R2.5	15.8	73
R1	48.0	493
RH	120.0	535
C2	48.0	316
M3	48.0	382

Total 1,800

There are currently 34 acres of vacant land available for residential uses. Developing all of these would provide 1800 new housing units which would add 3420 people to the neighborhood population.

Probable consequences:

- No vacant land for adding light industrial or commercial uses.
- Inadequate commercial space would force purchasing outside the neighborhood.
- Traffic increase associated with household auto trips.
- Need for increases in police protection and public works improvements.

Positive Aspects:

- Available vacant land
- Zoning permits residential use
- Proximity to downtown
- Potential Historic Conservation District

Negative Aspects:

- Disinvestment in commercial and industrial uses
- Inadequate commercial services
- Visual problems of mixed uses and new and old housing.

3. Maximize commercial use

By encouraging commercial uses in all zones where it is permitted, the acreage of commercial activity would rise from 19% of the neighborhood to 70%. Under the city comprehensive plan, commercial uses are allowed in these zones.

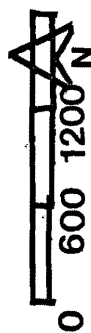
- C2
- C4
- RH
- M3

Probable consequences:

- Increased job availability
- Increase in city tax base
- Increased availability of commercial services
- Reduction of housing opportunity
- Displacement of existing residents
- Reduction of land for new housing
- Concentration of commercial activities on west side of neighborhood
- Increased traffic congestion.


ELIOT

Industrial Scenario



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Portland State
University

LEGEND

 **Industrial Permitted Uses**

Union Avenue

Emanuel Hospital

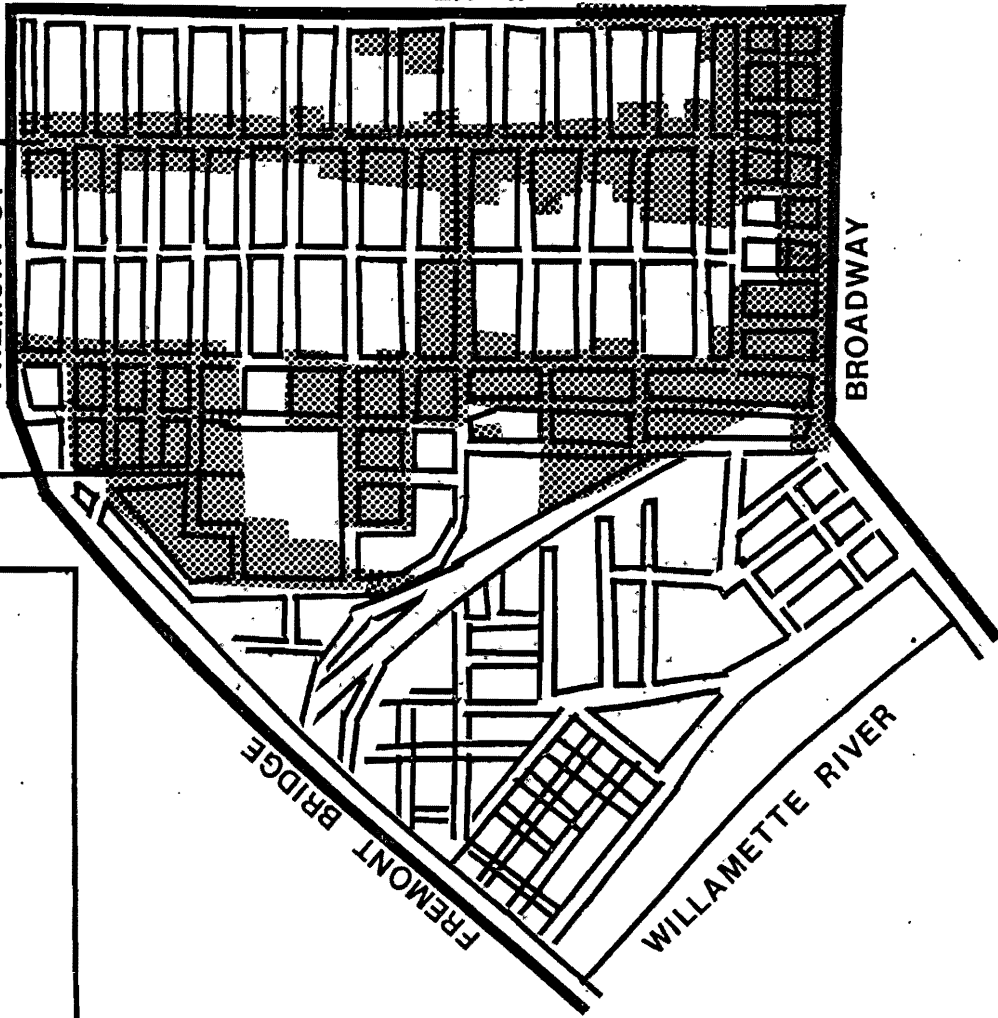
FREMONT ST

NE 7th AVE

BROADWAY

FREMONT BRIDGE

WILLAMETTE RIVER



20 0 1978

LEGEND



**Housing:
Permitted Uses**

Union Avenue

Emanuel Hospital

FREMONT ST

FREMONT BRIDGE

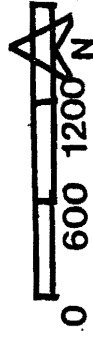
WILLAMETTE RIVER

BROADWAY

NE 7th AVE

ELIOT

Housing Scenario

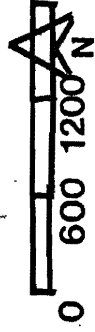


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Commercial

Scenario



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Portland State
University

Union Avenue

Emanuel Hospital

FREMONT ST

NE 7th AVE

BROADWAY

FREMONT BRIDGE

WILLAMETTE RIVER

LEGEND

Commercial:

Permitted Uses



37
6
2

3
2
1

Preferred Alternative

The land use plan is designed to guide development through defining integrated land use area. The adopted Comprehensive Plan for Portland allows outright a wide range of land uses on a large portion of Eliot. The maximum amount of land available for residential, commercial and industrial development has been analyzed and presented herein.

Unless Eliot neighborhood generates a politically feasible land use plan, market forces could move the neighborhood toward one of these extremes. The neighborhood must generate specific land use goals in accordance with Portland's Comprehensive Plan and ultimately state-wide goals. Eliot's comprehensive land use map is a tool to describe to the city what the neighborhood wants to be. If Eliot does not decide the allocation of land for specific land uses, then market forces will decide.

A healthy and stable neighborhood requires a dynamic balance of residential, commercial and industrial land uses. Commercial needs an income base and stable market to be profitable. Industry needs commercial services and a stable labor pool for part time and full time employment. Residents need commercial services and jobs. The correct balance is unique and may fluctuate to extremes unless the neighborhood is stabilized by a comprehensive land use policy which can guide development in an orderly manner to achieve the optimum balance for Eliot. The land use map segregates land uses to promote an orderly appearance and complimentary placement of land uses. The plan can also guide more intensive utilization of land while minimizing adverse impacts on surrounding land uses. The location of Eliot is such that the market forces will be intense and that the land will be densely developed. The neighborhood must address city-wide concerns and help the city fulfill regional housing and employment needs. The neighborhood, if prepared, can accept these obligations on their own terms.

The land use map is developed from several sources. Portland's Comprehensive Plan dictated the locations where specific uses are allowed outright and it describes the policies of the city. The map of present land uses serves to minimize displacement and locate land uses in areas that conform to the specified land use. Three extreme scenarios are used to ascertain what types of development are possible and the consequences of specific land uses. Citizen participation is needed to base the plan on a consensus of local support and to fulfill the neighborhood's needs. The plan must be supported by the majority involved in the neighborhood including residents, small businesses, industries and public and quasi-public institutions, or it will not be politically viable.

Eliot's land use map is not a zoning map and has no legal basis to prohibit non-conforming use. The map must be adopted by city council to give it legal power. The neighborhood must first reach a consensus agreement with all the users of the neighborhood and present a united proposal to the city. The map should be presented as a clarification

of the Comprehensive Plan of Portland and in accordance with city-wide and state-wide goals. After the map is adopted, specific strategies can be developed to resolve conflicts and to create performance and design standards to maintain Eliot's character while allowing a higher density of development. The standards can be keyed to the map to maintain an integrity of uses and to preserve continuity within the neighborhood. The areas of competing interest are readily apparent; Union Avenue, Emanuel Hospital and the Lower Albina Industrial Area. The map can provide a territorial framework to preserve the integrity of these areas while minimizing encroachment on surrounding areas. The assumption is that without cooperation the neighborhood will be powerless against market forces.

Land Use Designations:

Single-Family: The area is composed of medium to high density placement of single-family homes in a continuous design. The area is presently occupied by standard housing in a Victorian style. The district is designed to maintain the Victorian character while allowing infill to decrease the stock of single-family housing. (non-conforming uses: multi-family (18), duplexes (28), commercial (14) and light manufacturing (10).

Single-Family and Multi-Family: The area is composed of medium to high density placement of multi-family and single family homes in a continuous design and with complimentary height standards. The area is presently occupied by a mix of multi and single-family housing. The area adjacent to Eliot school is presently light industrial, but this is an appropriate land use adjacent to a public school. The district is designed to fulfill city-wide housing needs and to increase the medium income and population base in the neighborhood while minimizing displacement and demolition of Victorian style housing. (Non-conforming uses: commercial (14) and industrial (15)).

Multi-Family: The area is composed of high-density multi-family housing with commercial uses encouraged on the ground floor. The area is presently occupied by vacant land adjacent to Emanuel Hospital. The district is designed to provide medium-valued housing for the elderly and handicapped. Commercial services on the ground floor will provide commercial services to the occupants and the neighborhood. The district is expected to allow Emanuel Hospital to fulfill its moral obligation to replace the housing demolished in the Emanuel urban renewal project. The housing should provide a strong economic base to support commercial uses in the neighborhood. (Non-conforming uses: single-family (7), commercial (5), and industrial (6)).

General Commercial: The area is composed of commercial uses which serve a city-wide and district-wide market. The area is presently occupied by commercial and industrial uses which are located along Broadway and Union Avenue. The area adjacent to Emanuel Hospital is general commercial to provide medical related services to Emanuel's market. A small general commercial area is planned as a conditional use in the lower Albina Industrial area in historic buildings. It will provide the industrial

area with commercial services. The district is designed to provide a broader commercial base for Eliot while addressing the special needs of Union Avenue, Broadway Street, Emanuel Hospital and the Lower Albina Industrial Area. (Non-conforming uses: single-family (15), duplexes (2), and industrial (11)).

General and Neighborhood Commercial: The area is composed of commercial uses which serve a general and neighborhood market. The area is presently occupied by a mix of uses and vacant land. The area is designed to provide the neighborhood with local outlets of regional stores. The areas are adjacent to the major residential areas to provide convenient commercial services. The area is also designed to provide space for general commercial to expand. (Non-conforming: single-family (7), multi-family (2)).

Neighborhood Commercial: The area is composed of neighborhood convenience stores to serve the neighborhood market. The areas are presently occupied by commercial structures without non-conforming uses. The areas are designed to be located at widely spaced positions to provide convenient commercial services to the entire neighborhood.

Light Manufacturing: The area is composed of labor-intensive industrial activities with some warehousing encouraged in the Lower Albina Industrial Area. The area is presently occupied by industrial uses with large amounts of commercial uses intermixed. The light manufacturing area of lower Albina Industrial Area is visual and physically continuous to the Eliot neighborhood and cannot be separated. The district is designed to provide jobs for the neighborhood while minimizing the impact of traffic. (Non-conforming uses: single-family (23), multi-family (2), duplexes (3) and commercial (54)).

General Manufacturing: The area is composed of a wide range of medium and light industrial activity. The area is presently occupied by the Lower Albina Industrial Area which has excellent access to the railroad network. The area is designed to provide jobs and land to be developed consistently with the expectations of the Lower Albina Industrial Council (Non-conforming: single-family (3), multi-family (1), and commercial (2)).

Public and Quasi-Public Facilities: The area is composed of public and quasi-public facilities which serve the public through utilities or public access to services. The area is occupied by Emanuel Hospital, Tubman Intermediate School, Matt Dishman Center, Portland Water Bureau, Portland School District, and Pacific Power and Light. The district is designed to insure the continued operation of these facilities.

Open Space: The area is composed of open space to be used as public parks. The area is presently occupied by Albina Park and Dawson Park. The area is designed to preserve open space for public use.

	Total Area (acres)	Vacant Area (acres)
Single Family	49.7	3.0
Multi and Single Family	41.7	18.2
Multi Family	14.5	5.4
General Commercial	25.3	2.1
Local Commercial	6.5	1.6
Neighborhood Commercial	4.3	2.6
Light Manufacturing	40.4	1.6
General Manufacturing	50.3	0.5
Public and Quadi-Public	18.3	
Open Space	0.5	

HOUSING CONSEQUENCE

	Units/acre ¹	Vacant area	Additional Units
Single Family	15.8	3.0 (acres)	47
Multi and Single Family	48.0	18.2	874
Multi Family	120.0	5.4	<u>648</u>
			1,569

Average household size: 1.9 persons/unit

Additional residents generated: $1.9 \times 1,569 = 2,981$

Vehicle trip ends rate:²

Single Family --- 10/unit

Single and Multi Family --- 8/unit

Multi Family --- 6.1/unit

Additional trips generated:

$47 \times 10 + 874 \times 8 + 648 \times 6.1 = 11,415$ trips/weekday

Total trips generated:

$49.7 \times 15.8 \times 10 + 41.7 \times 48 \times 8 + 14.5 \times 120 \times 6.1 =$

49,389 trips.weekday

-
1. Bureau of Planning--High Assumption Scenario.
 2. Institute of Traffic Engineering. 1976.

Commercial

Density: 17.6 employees/acre¹

Additional employees in commercial:

$$25.3 \times 17.6 + 6.5 \times 17.6 + 4.3 \times 17.6 = 636 \text{ employees}$$

Vehicle trip ends rate:²

55 trips/1,000 square foot

(1 acre = 43,560 square feet)

Additional trips generated:

$$(2.1 + 1.6 + 2.6) \times 43,560 \times 55/1000 = 19,054 \text{ trips/weekday}$$

-
1. "Land Use, Inner Northeast Industrial Site Study Area." 1977.
 2. "Environmental Characteristics Planning." Regional Planning Council. Baltimore, Maryland. 1972.

Manufacturing

Density: 17.1 employees/acre¹

Additional employees in light manufacturing:

$$17.1 \times 1.6 = 28 \text{ employees}$$

Additional employees in general manufacturing:

$$17.1 \times 0.5 = 14 \text{ employees}$$

Vehicle trip ends rate:²

Light industrial --- 3.2/employee

General manufacturing --- 3.3/employee

Additional trips generated:

$$3.2 \times 28 + 3.3 \times 14 = 136 \text{ trips.weekday}$$

Total trips generated:

$$40.4 \times 17.1 \times 3.2 + 50.3 \times 17.1 \times 3.3 = 5,049 \text{ trips/weekday}$$

(not including freight traffic)

-
1. "Travel Behavior Profile of Portland, Oregon Employment Center."
Don Barney, Consultant.
 2. Institute of Traffic Engineering. 1976.

Appendices

10

11

12

Existing Policies

This is a brief overview of the neighborhood, city, and regional government policies which have an impact on the Eliot neighborhood.

1) Neighborhood Policies:

Goal #3 of the Portland Comprehensive Plan is designed to "preserve and reinforce the stability and diversity of the city's neighborhoods while providing for increased density in order to attract and retain long-term residents and businesses and ensure the city's residential quality and economic vitality".

The seven policies under this goal address physical conditions, social conditions, neighborhood diversity, historic preservation, neighborhood involvement, the neighborhood plan, and visual communication. The most important of these for Eliot are the policies on social conditions and the neighborhood plan, although the others also have an impact. Programs, such as HCD block grants, LEAA programs, and the Capital Improvement program, are some of the implementing tools.

2) Housing Policies:

Goal #4 of the City Comprehensive Plan addresses the housing issues; specifically: to "provide for a diversity in the type, density and location of housing within the city consistent with the adopted city housing policy in order to provide an adequate supply of safe, sanitary housing at price and rent levels appropriate to the varied financial capabilities of city residents". The seven policy statements supporting this goal include: 1) Cooperation with the Metropolitan Service District and the Housing Authority of Portland in carrying out the Metro Areawide Housing Opportunity Plan, (this plan addresses the problems that dominate the housing picture in the Portland Metropolitan Region, and serves as a monitoring device for city policy); 2) that the city encourage and support equal access to housing throughout the city for all people; 3) that the city assist the private sector in maintaining an adequate supply of single and multi-family housing units with emphasis on private sector solutions, and with only necessary government regulation; 4) that the city foster housing choice and neighborhood stability by emphasizing housing and public improvement programs which a) improve the balance in the city's population by attracting and keeping in the city families with children b) maintain neighborhood schools and c) increase the number of housing alternatives for both renter and owner, and d) improve the physical and environmental conditions for all neighborhoods; 5) that the city support and assist in planning for subsidized housing opportunities for those who cannot compete in the market for housing i.e., elderly and low-income residents; 6) that the city will encourage and assist maintenance of the existing housing stock through a voluntary housing maintenance code program; and 7) that the city will assist in the major rehabilitation of housing, beyond code requirements where feasible, when other housing-related responsibilities are being fulfilled.

Because housing is in need of repair and rehabilitation, and there is available vacant land in the neighborhood, city policy could have a significant impact on Eliot.

One problem is that there seems to be no really strong mechanism requiring landlords to upgrade their properties; consequently the persons who rent are without much power to make changes. Also, there is great demand for public housing in Portland. Waiting lists are long and even with Portland's housing policies, lower income residents of Eliot continue to have housing problems. The need for specific programs addressing these problems is indicated.

3) Economic Development Policies:

Goal #5 of the Plan addresses economic development in the City of Portland to "Improve the level, distribution, and stability of jobs and income for resident industry, business and people in accordance with the Economic Development Policy adopted by the City Council". Policy statements relevant to the needs of the Eliot Neighborhood include: 1) that the city foster the development of a private/public sector partnership responsive to the economic needs of Portland's businesses and residents; 2) that the city encourage long term employment opportunities; 3) that the city recruit new business and industry while encouraging existing enterprises to remain and expand; 4) that the city encourage the development and maintenance of business and industrial district organizations where such organizations help meet the city's economic development objectives and are compatible with neighborhood livability; 5) that the city encourage equal opportunities for employment, career advancement, and business development for those segments of the population which have historically not participated in the Portland economy; and 6) that the city insure economic development is consistent with a good environment and wise use of resources.

Portland's 'Comprehensive Economic Development Strategy' is the vehicle for managing and coordinating programs and investments of the public sector in support of private sector activity.

Portland has set five Economic Development Priority Goals:

- 1) To encourage and assist efforts to create and preserve private sector jobs especially in basic, i.e., manufacturing sectors of the economy.
- 2) Assist existing businesses, especially:
 - those forced to relocate by government decisions
 - those owned by minorities or women
 - those providing jobs for local economically disadvantaged
 - small businesses needing development assistance

CURRENT PROJECT FLOW CHART

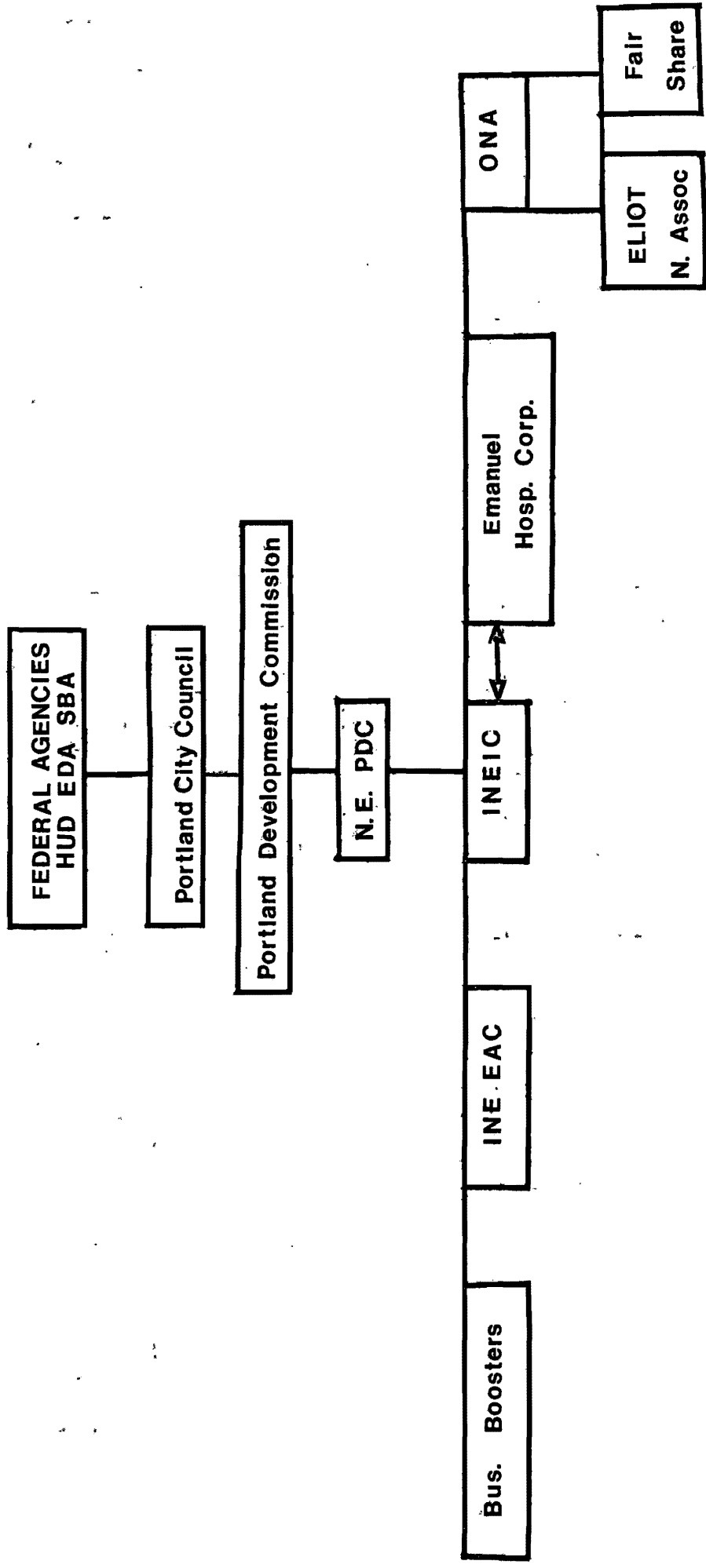


Figure 1

PROPOSED PROJECT FLOW CHART

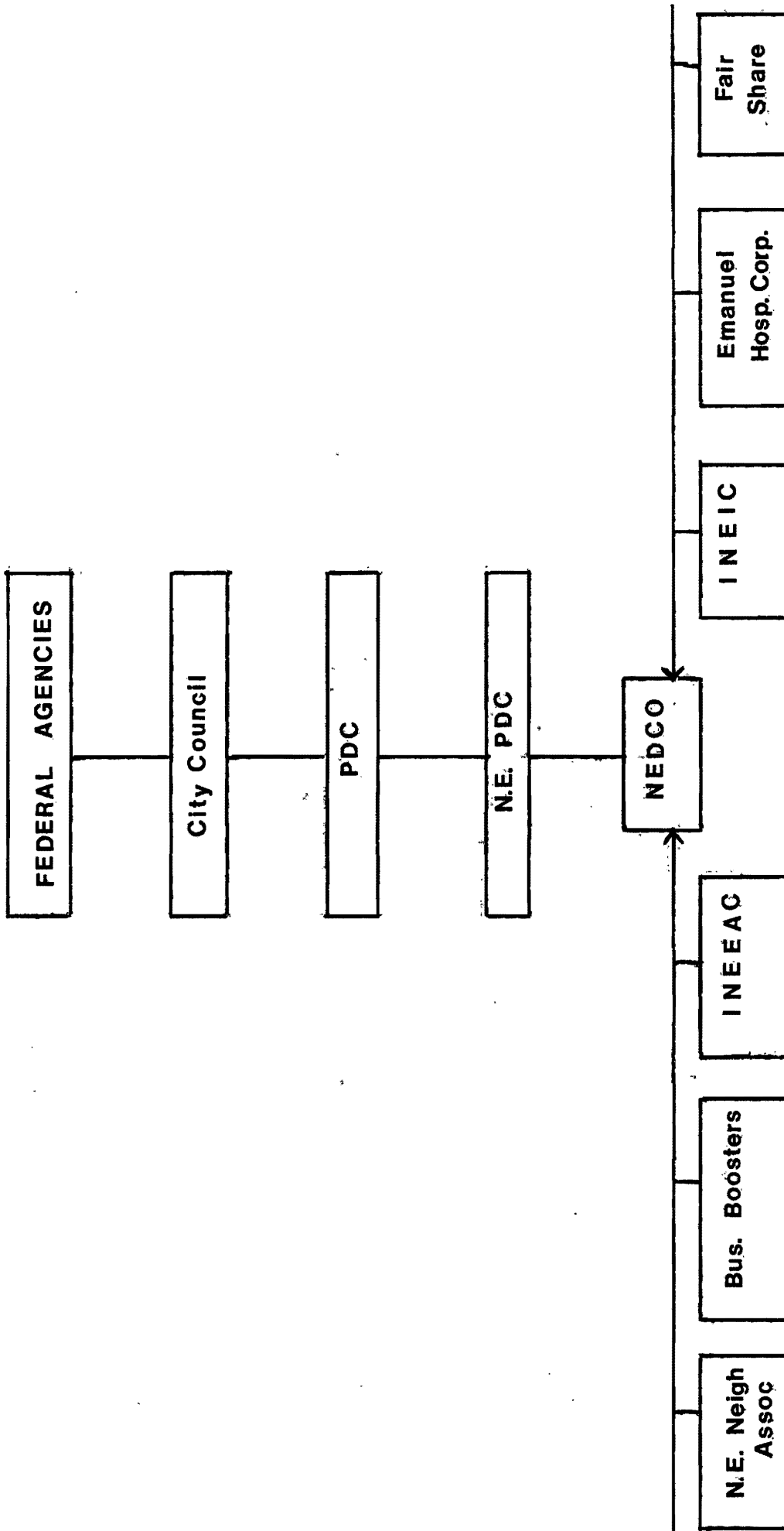


Figure 2

- 3) To provide job training, referral, and placement to increase the percentage of new jobs filled by chronically unemployed workers (unskilled, female head-of-household, etc.).
- 4) To enhance Portland's economic strength and vitality especially in special impact/economically lagging area in which Eliot is located.
- 5) Continue to strengthen efforts to develop and renew economic viability of downtown Portland; i.e., enhance the perception of downtown as the center of a thriving metropolis.

The City will undertake seven strategies to move toward these goals during 1980-81. These are, briefly:

- A. City will target investments to generate new jobs to geographic areas and worker skills groups which are most in need of them, i.e., to the special impact area, and to 'significant segments' of the population. (Blacks, Hispanics, Female Head of Household, etc.)

Multi-Agency Implementation Programs include:

1. Targeted jobs demonstration program (a joint management plan HRB/PDC/BED).
2. CETA sponsored 'First Source' manpower training program (HRB).

First Source Agreements currently exist with:

Wacker Chemitronics
Steinfeld Products
Rodda Paint
Port of Portland

3. Metro Labor Force Survey to collect labor force supply/demand data for the region.

- B. City will work to foster private/public sector partnership with public program/project support and guidance for private sector development.

- C. City will assure adequate industrial land to permit expanded Basic Sector employment through:

1. Comp Plan (zoning),
2. using public investment criteria to direct the investment of industry,
3. encourage increased employment density of existing industrial sites.

- D. City will assist groups with plans for business/commercial district revitalization

with:

HCD Black Grants and EDA funds to the extent that they are available.

through:

appointing a citizen's advisory task force to work as subcommittee of Economic Development Advisory Committee (official link between Public/Private sectors to create policy for industrial and commercial business assistance.)

- E. City will continue and expand its efforts to simplify permit processes by:
- examining possibility of establishing 'one-stop' permit system.
 - reviewing regulatory and permit processes
 - establishing review process of programs which impact businesses.
- F. City will continue and strengthen its support of regional efforts to affect economic development.

Special areas of interest:

- region-wide data collection for base
- industrial land development
- economic development planning
- transportation
- air quality impacts of economic development.

- G. City will work to coordinate energy, environment, transportation, and housing goals with economic development.

4) Transportation Policies:

Documents: Metro Regional Transportation Plan, Dec. 1980
 City Comprehensive Plan, Goal 6
 Arterial Street Classification Policy, June 1977.

Metro's Regional Transportation Plan is designed to provide a "framework for cities, counties, the State and Tri-Met to implement transportation improvements and meet the needs of the region". The major goal of the plan is to reduce dependence on the single occupant automobile. The various objectives provide the framework for policies and strategies for the region. The four categories of objectives are: mobility and accessibility, land use compatibility, environment, and financing/decision making.

Goal #6 of the City Comprehensive Plan speaks of consistency with the Arterial Streets Classification Policy. It is aimed at encouraging energy conservation, reducing air pollution, reducing the impact of vehicular traffic on neighborhoods, and improving access to major employment and commercial centers.

There are nine policies under this goal:

1. Intergovernmental Cooperation
2. Regional and City Traffic Patterns
3. Arterial Streets Classification Policy
4. Public Transportation
5. Transit-Oriented Density
6. Transit-Dependent Population
7. Marine and Aviation Facilities
8. Rail Rights of Way
9. Alternative Urban Travel

The City's Arterial Streets Classification Policy, adopted in June 1977, has 15 sections. The more important ones are:

Section 1 divides the city into six transportation districts. Eliot is in the northeast district.

Section 2 gives the functional classification of streets. There are two basic types - traffic and transit streets.

Sections 3 and 4 describe these two types of streets.

Section 5 deals with special classifications, such as pedestrian district, bicycle paths, and local service streets.

Section 6 contains regional policies aimed at minimizing the impacts of new developments on existing neighborhoods and at encouraging new development adjacent to regional traffic and transit ways.

Section 8 addresses northeast Portland. The basic objective for this area is to "reduce traffic volumes by emphasizing transit service improvements to the downtown, Lloyd Center... and within northeast neighborhoods".

Two policies in this section have direct application to Eliot. Policy #3 intends to "reduce traffic volumes and speeds to encourage improvements on N.E. 7th between N.E. Fremont and N.E. Broadway". This policy also states that traffic volumes are not to be shifted to adjacent neighborhood collector or local service streets, so as to maintain 1977 levels.

Street Classifications in Eliot:

Major Traffic Streets: N.E. Union, Interstate Avenue, N.E. Broadway

Neighborhood Collectors: Fremont, Vancouver, Williams, Russell, Cook, Kerby.

Local Service Streets: All others

Major Transit Streets: Fremont, Union, Broadway, Mississippi

Minor Transit Streets: Kerby, Vancouver, Williams, Russell

Bicycle Pathways: Greeley, Interstate, Flint, Vancouver, Knott

Pedestrian Ways: Interstate, Mississippi, Flint, Union, Fremont (east of Union), Knott, Broadway.

Both City and Regional policies are consistent regarding public transportation. The street classification system allows the neighborhood to determine whether or not traffic flows are consistent with the designation, e.g., major traffic streets are handling most through traffic. Specific traffic or transit problems can be noted and checked against existing city policies.

Because Eliot has a diversity of land uses and zoning, it may be difficult to coordinate and implement all transportation policies without conflicts. For example, providing better access to industrial sites may cause a reduction in livability for certain residential streets.

Crime Statistics

The Portland Bureau of Crime Prevention tabulation of crimes by neighborhood shows that Eliot had an average crime rate of 22.4 per 1,000 population for the months of April, May, and June of 1980. The most frequent types of crime were assault, car prowling, burglary, and auto theft. This crime rate was exceeded only by three other neighborhoods: Downtown, Burnside, and the Northwest Industrial area. King and Humboldt neighborhoods had crime rates similar to Eliot.

The impact of these high crime rates is serious. It serves as a deterrent to families and businesses considering locating in Eliot. The neighborhood image as a high crime area must be modified if programs for housing production and economic development are to succeed.

Large Employers in Eliot

	<u>Contact</u>	<u># of Employees</u>
Emanuel Hospital 2801 N. Sanlentein Portland, OR 97227	Hospital Walter Behn: 280-3200	1,800
Dillingham Marine 820 N. River St. Portland, OR 97208	Industrial Valve and Ship Repair Bruce Wobbs: 284-1131	428
ITT Continental Baking Company 102 N. Ivy St. Portland, OR 97227	Bakery James Ovellette: 287-1114	180
Streimer Sheet Metal Inc. 740 N. Knott Portland, OR 97227	Sheet Metal Fabrication Daniel Streimer; 288-9393	141
Fabri-Valve, Inc. 820 N. River St. Portland, OR 97208	Valves Chad Robinson	100
N.W. Copper Works Inc. 1303 N. River St. Portland, OR 97227	Custom Metal Fabrication C.W. Kellog: 284-2191	100
Gould Inc. 1733 NE 7th Portland, OR 97212	Electronic Switchboards Frank Stark: 288-0101	98
Willamette Electrical Products Co. 2630 N. Mississippi Portland, OR 97227	Rebuilt Auto Parts R.E. Quinn: 288-7361	95
Uni-Cove Countertops Inc. 265 N. Hancock St. Portland, OR 97212	Floor/Counter Coverings Charles Harriss: 288-8371	80
Van Duyn Chocolates Co., Inc. 739 NE Broadway Portland, OR 97212	Candy W.O. Kelly Westrom: 287-1143	75
	Subtotal:	<u>3,097</u>

Triangle Milling Co. 665 N. Tillamook St. Portland, OR 97227	Feed and Grain Edward Butcher: 281-1293	55
Ray F. Becker Co. 2345 N. Ross Ave. Portland, OR 97227	Prefab Steel Bridges Architectural Sheet Metal David Becker: 288-5341	50
Standard Dairy Inc. 2808 NE Tillamook Portland, OR 97212	Dairy Norm J. Tolleshang: 282-7737	40
Knapp Printing 710 NE Tillamook Portland, OR 97212	Commercial Printing William Kehlen: 288-9388	35
E.V. Prentice Co., Inc. 2303 N. Randolph Ave. Portland, OR 97227	Woodworking Machinery R.T. Prentice: 282-3262	26
	Subtotal:	<u>206</u>
		+3,097
	Total Jobs:	<u>3,303</u>

Other Firms with Plants located in Eliot:

Union Pacific
Ross Island Cement
Kaiser Cement
Columbia Cement