

122nd Avenue Community Enhancement Project

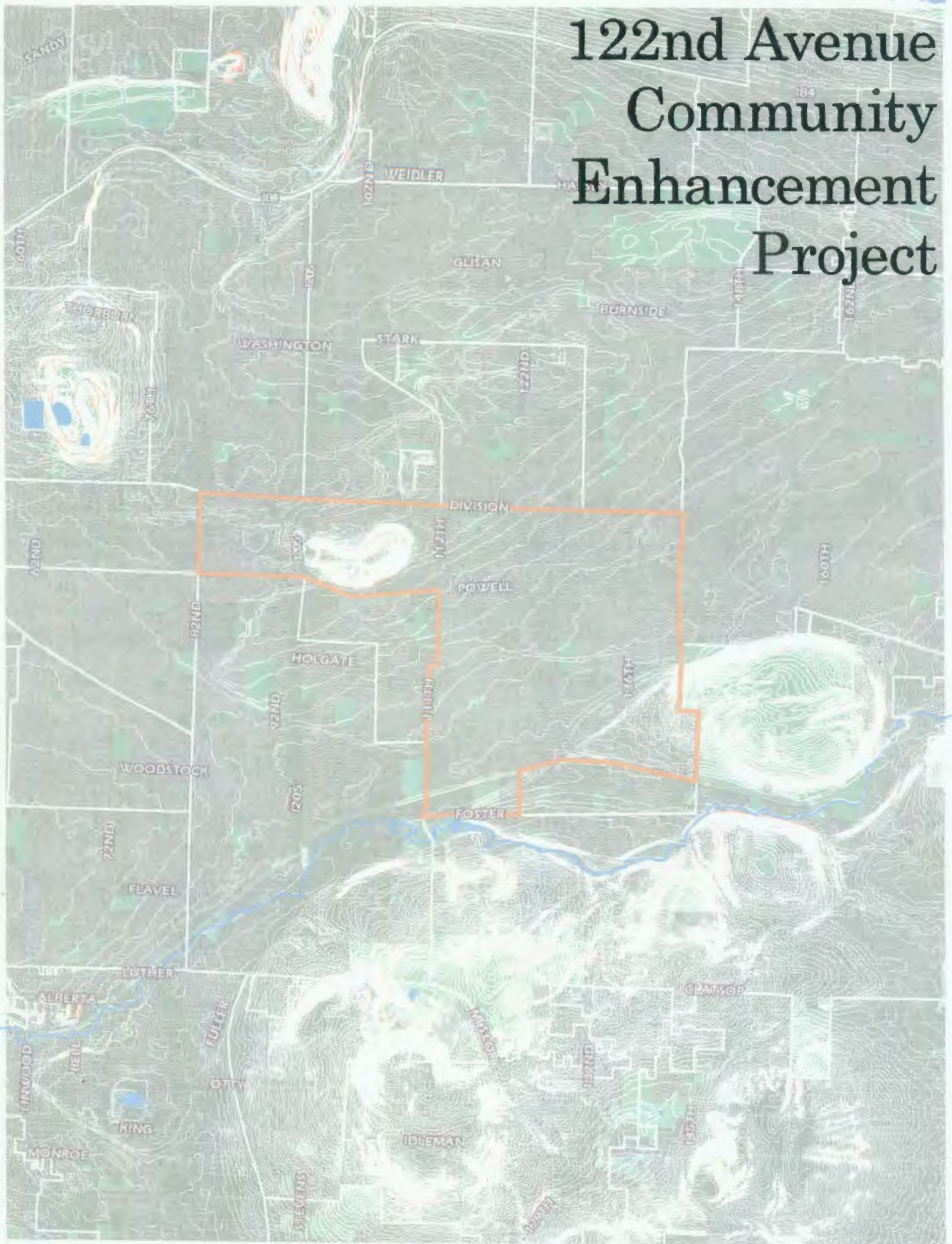


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PROBLEM STATEMENT

Rapid infill development driven by the Portland region's growing population is altering the Powellhurst-Gilbert Neighborhood. The contrast between new development and the neighborhood's original semi-rural character is especially evident along SE 122nd Avenue, a Metro 2040-designated "Main Street". Some residents think that the decision to increase development intensity occurred with limited community input. Residents and businesses now face the challenge of reconciling new development with the neighborhood's traditional character and providing well-designed infrastructure for the growing population. Thus, Springwater Consulting will assess current and projected conditions in the Powellhurst-Gilbert neighborhood to determine its needs and recommend placemaking strategies for SE 122nd Avenue. "Placemaking" refers to the creation of a place, whether it is a neighborhood, street or other area that attracts citizens and is a pleasing place to be. This process will include collecting



demographic, land use and economic information as well as creating urban design alternatives that consider the community's needs and the need to accommodate growth.

PLANNING CONTEXT

As the City of Portland accommodates population growth within the urban growth boundary, infill development has become an attractive means of increasing the local housing supply. Infill development is changing the Powellhurst-Gilbert neighborhood's character from semi-rural and suburban to higher-density and urban. Another effect of growth is that more residents must travel to commercial destinations outside of the neighborhood for their retail and service needs. In order to

cultivate neighborhood-based commercial development within Powellhurst-Gilbert, it is important to assess whether the residential population can support expanded neighborhood commercial and mixed-use areas and how these areas could look given the avenue's Main Street designation under Metro's 2040 Growth Concept. Special consideration should be taken in implementing Main Street design elements that could help create a sense of community identity.

Powellhurst-Gilbert's main commercial artery, SE 122nd Avenue, is zoned with small commercial nodes at major intersections. This pattern inhibits the development of a continuous, mixed-use main street. As the community grows, it may be appropriate to expand the existing nodal commercial pattern to allow SE 122nd Avenue to develop into a walkable, mixed-use commercial corridor. However, several obstacles may impede this transition, including the following items as identified in the City of Portland's East Portland Review and adopted

Outer Southeast Community Plan and Comprehensive Plan:

- Basic pedestrian amenities such as street trees, street furniture and consistent sidewalks are missing. Adding these amenities along SE 122nd Avenue could focus the community's "eyes on the street" and create a more comfortable environment for pedestrians and other citizens engaged in public life.
- Transit stops are also often under-maintained and lack many of the basic amenities found at transit stops throughout the city.



- There is a perception that crime is a significant problem in the neighborhood,

which is reinforced by the prevalence of gang-related taggings and other graffiti.

The City of Portland's Bureau of Planning would like to explore opportunities for strengthening the community's sense of place through mixed-use or neighborhood-based commercial development, improved residential and commercial design and by linking to other community assets. This project will expand upon existing plans and analyses by incorporating community preferences, market and land use analyses and urban design to generate alternative scenarios for SE 122nd Avenue. Community input, solicited through an active public involvement process, will be used to select preferred scenarios.

SCOPE OF WORK

TEAM ROLES AND RESPONSIBILITIES

Springwater Consulting has assigned a lead member for each project element. Leads are responsible for overseeing the development and completion of their element or product.

Team members are expected to support other project leads to ensure that members have an opportunity to work on a variety of tasks and work is completed on time.

- ECONOMIC DEVELOPMENT AND MARKET ANALYSIS - *Will Elder*
- NEIGHBORHOOD AND COMMUNITY NEEDS ASSESSMENT - *Joy Hunt & Caroline Leary*
- PUBLIC INVOLVEMENT - *Joy Hunt & Caroline Leary*
- LAND USE - *Markus Mead*
- URBAN DESIGN - *Cassera Phipps*
- GIS AND GRAPHICS - *Alejandro Bancke*
- EDITING - *Caroline Leary & Markus Mead*

PRODUCTS

Springwater Consulting will present the City of Portland's Bureau of Planning with a final report containing a series of recommendations concerning land use, place-making and community-oriented economic development strategies designed to strengthen the community and increase access to necessary goods and services within the neighborhood.

The report will include four main components: economic development and market analysis, a neighborhood and community needs assessment, land use implementation techniques and urban design features.

MARKET AND ECONOMIC ANALYSIS

Economic and market conditions are a foundational element of this project. This portion of the report will include baseline conditions, market analysis, and trend analyses. Community input will supplement other techniques to identify commercial services for which there is a local demand, but are currently missing from SE 122nd Avenue. The product will describe the market conditions needed to support neighborhood commercial-style development and state whether or not those conditions will be present under current land use designations and projected conditions. The results of this analysis will determine the neighborhood's unmet commercial demand and needed supply. This analysis will provide quantitative

parameters for the commercial node's expansion potential as well as land use designation and pattern alternatives. Data will be derived from available sources including the US Census and Metro's Regional Land Information System (RLIS). Additional sources include ESRI Business Analyst, City of Portland documents such as community plans, comprehensive plans and other regulations; and survey data conducted by the team and other sources. The market area will be determined by both distance from the study area (1/2 mile to be consistent with other Bureau of Planning studies) as well as local and larger commercial and retail agglomeration centers that may be spending centers for area residents.

NEIGHBORHOOD NEEDS ASSESSMENT

The neighborhood and community needs assessment will result in a series of recommendations designed to improve the quality of life for people who live in the neighborhoods adjacent to 122nd Avenue. This assessment will be rooted in the public involvement portion

of the project and will rely heavily on qualitative data generated during one-on-one stakeholder interviews. This portion of the study will make recommendations for development that residents believe will make their community stronger. Recommendations will encourage the development of and linkages to public spaces or institutions designed to create a shared neighborhood-based identity as well as recommendations to help foster a sense of place and civic pride. Like the market analysis, the neighborhood and community needs assessment will be used to inform Springwater's land use and urban design recommendations. It will be based on listening to the needs and concerns articulated by residents through a series of interviews. The assessment will include a list of existing community assets that should be maintained, a summary of the most consistent concerns articulated by residents, and planning-related recommendations for addressing resident concerns.

LAND USE ANALYSIS

The land use component will determine expanded neighborhood commercial and mixed-use opportunities for SE 122nd Avenue. The market and neighborhood needs analysis outputs regarding commercial deficiencies and community desires will inform the arrangement of land uses, including proportions of residential and commercial/mixed use. It will also describe how these arrangements can be implemented into the existing policy structure and through City land use and zoning designations. The land use component will produce one final report describing land use arrangement alternatives, one map for each alternative, and one report describing implementation opportunities and constraints.

As a part of this work, the team will describe the existing regulatory parameters and land use patterns. Regulatory parameters include state policies such as the Transportation Planning Rule (TPR), regional regulatory

rules such as Metro Titles, and local parameters such as City of Portland Comprehensive Plan policies and zoning standards. The land use analysis will describe existing street designations and associated standards and recommendations. It will also incorporate equity considerations such as access to food, services, and transportation and how residents would be served under existing and future plans.

The land use analysis will ultimately produce neighborhood commercial and mixed-use arrangement alternatives. The alternatives will be assessed based on their implementation potential and anticipated effectiveness in regards to meeting the communities' needs. For example, each nodal and corridor alternative will be assessed based on its ability to meet the community's service needs and desires in addition to how well that arrangement complies with the area's land use plans.

URBAN DESIGN

Urban design for future commercial and residential development has the potential to strengthen the area's sense of place. Research and community input will help identify which urban design elements may help foster a sense of place and are appropriate for residential development, neighborhood commercial and mixed-use development along SE 122nd Avenue. Springwater Consulting will explore alternative building forms for residential, mixed-use and stand-alone commercial purposes appropriate for wide streets such as SE 122nd Avenue taking into account elements such as scale, setback and building orientation. The consultants will also explore streetscape designs that could enhance the neighborhood's sense of place. Additionally, the team will explore linking SE 122nd Avenue to other community assets, such as the Springwater Trail and Leach Botanical Garden. The urban design report will include design illustrations depicting building massing and streetscape design. The aggregated final product of all

four elements above will provide recommendations regarding the adequacy of existing commercial services along SE 122nd Avenue and implementation possibilities that are available for SE 122nd Avenue to develop into a viable main street that reflects the community's sense of identity and meets local commercial demand. The findings of our analysis will be used to inform Bureau of Planning's Portland Plan or other area planning studies.

PUBLIC INVOLVEMENT

Public involvement will begin with a series of intensive information-gathering interviews conducted throughout the month of March. These interviews will be used to complete a summary document, which will be called a Neighborhood Needs Assessment. Key stakeholders will be identified through the interview process. This group of stakeholders will provide guidance and give feedback on Springwater's findings and help refine its products. Stakeholders with specialized knowledge or unique perspectives on the community will

be asked to serve as Neighborhood Ambassadors. Ambassadors will be asked to give feedback on various products on an ongoing basis for the duration of Springwater's efforts in the community. Springwater will organize a neighborhood workshop at the April 14th Neighborhood Association meeting or another mid-April forum. Attendees will break down into small groups to try to come to consensus regarding shared ideals and priorities for the study area. It is hoped that the results of this meeting will inform all four of Springwater Consulting's products: Market and Economic Analysis, Neighborhood Needs Assessment, Land Use Analysis and Urban Design recommendations. Springwater will also ask to be on the Neighborhood Association's agenda during the May 12th meeting to ask the community for assistance in refining products and assessing alternatives.

In addition to approximately three dozen in-depth informational interviews, a visioning workshop, and ongoing dialogue with its Neighborhood

Ambassadors, Springwater Consulting will analyze the survey results generated by the 2006 Planning Methods I class from Portland State University. Focus groups may also be convened as needed to gather input from groups who are not regularly represented at Neighborhood Association meetings.

The following list describes the alternatives development and analysis process:

1. Determine Alternative Quantity
2. Determine Objective Criteria
3. Determine Criteria Weights and Scoring Rubric
4. Determine Preferred Alternative

ALTERNATIVES ANALYSIS

The above components will create a minimum of two and maximum of seven alternatives. Alternatives will be subject to market analysis research result ranges, land use arrangements, urban design features and community preferences. The alternatives will be presented in a matrix and scored by weighted objective criteria. Criteria may include effectiveness, equitable access and citizen-determined criteria such as crime. The preferred alternative will be determined by overall score.

MEMORANDUM OF UNDERSTANDING (MOU)

Dated: March 10th, 2008

Parties: Barry Manning, City of Portland Bureau of Planning (Client)

And:

Alejandro Bancke

William Elder

Joy Hunt

Caroline Leary

Markus Mead

Cassera Phipps

Springwater Consulting

Recitals:

Whereas:

The City of Portland Bureau of Planning is engaged in planning efforts in the Powerllhurst-Gilbert Neighborhood with the objective of creating sustainable communities;

B. Whereas Springwater Consulting, as part of the MURP Planning Workshop, a capstone course for the Master of Urban and Regional Planning at Portland State University, is required to complete a planning project in the Portland Metro Area that will utilize knowledge, skills, and perspectives gained from the program's coursework, Whereas, both parties agree that completion of the proposed project described in the proposal will be beneficial to both parties;

Now Therefore, both parties agree as follows:

I. MISSION

Springwater Consulting Mission Statement

Our mission is to provide our client with the research, analysis, and recommendations necessary to guide the Powellhurst-Gilbert neighborhood's development into a sustainable, economically and socially vibrant community for both current and future residents. We are committed to accomplishing this mission by soliciting community input from community advisory board, mail survey results and intercept surveys; researching social and economic trends from community input and existing data respectively; and critically assessing the community's need. Our recommendations will be grounded in the triple bottom line philosophy, which recognizes that environmental protections, social investments, and economic progress are fundamental to the long-term prosperity and stability of the neighborhood unit.

Springwater Consulting's mission is to provide professional planning services. The City of Portland's Bureau of Planning plans for people by:

Planning for neighborhood livability and central city vitality. We plan for smart development and to prevent urban sprawl. Most importantly, the Bureau of Planning works alongside citizens to create the long range goals, plans, and strategies that guide Portland's future.

Together, the Parties enter into this Memorandum of Understanding to mutually explore opportunities to enhance community along SE 122nd Avenue in Portland Oregon. Accordingly, Springwater Consultants and City of Portland, operating under this MOU agree as follows:

II. PURPOSE AND SCOPE

Springwater Consulting will provide to the City of Portland one collated document with the following elements: one final report describing the market conditions needed to support neighborhood commercial-style development and to what extent those conditions are or will be present assuming current land use designations; one final report describing land use implementation opportunities and constraints as described in the attached scope of work; one alternatives analysis determining objective criteria and alternative scores; and urban design illustrations depicting massing and streetscape design.

Each organization of this MOU is responsible for its own expenses related to this MOU. There will not be an exchange of funds between the parties for tasks associated with this MOU. The Client may provide document reproduction and refreshments for stakeholder meetings with the community advisory board if needed.

III. RESPONSIBILITIES

The Client: Barry Manning, a Senior Planner for the City of Portland Bureau of Planning, will provide guidance on project direction, be available for questions and provide prompt responses, meet with the project team every two weeks at minimum, make initial contact with City employees and other agencies, organizations, and jurisdictions if requested, and provide editing comments on the draft workplan and final products.

Project Team: Springwater Consulting will complete the products identified in the project scope as agreed to by the Client. Specifically, Springwater Consulting will provide three main products collated into one final report as described in the Scope above:

Member(s) of the team will meet with the Client on a semi-monthly schedule, with a minimum of seven meetings. Member(s) of the team will attend a minimum of two Powellhurst-Gilbert Neighborhood Meetings and will contact the Midway Business Association for input.

Member(s) will provide semi-monthly updates to the Client.

IV. TERMS OF UNDERSTANDING

The term of this MOU is until June 9th. Springwater Consulting will provide products listed above by June 9th.

AUTHORIZATION

The signing of this MOU is not a formal undertaking. It implies that the signatories will strive to reach, to the best of their ability, the objectives stated in the MOU.

On behalf of the organization I represent, I wish to sign this MOU and contribute to its further development.

Client:

Barry Manning _____ Date _____

Senior Planner - City of Portland - Bureau of Planning

Alejandro Bancke _____ Date _____

William Elder _____ Date _____

Joy Hunt _____ Date _____

Caroline Leary _____ Date _____

Markus Mead _____ Date _____

Cassera Phipps _____ Date _____

Springwater Consulting

APPENDIX A

NEIGHBORHOOD HISTORY

The Powellhurst-Gilbert Neighborhood has a rich history that begins with the early settlement of the Willamette Valley. The name Powellhurst-Gilbert came from William M. Gilbert, a farm owner who settled in the area in the late 1800s. Powell was derived from Jackson Powell who also settled in the area in 1853, and for whom Powell Boulevard is named. The name Powellhurst-Gilbert was taken after the area was annexed by Portland in 1994.

The area remained mainly rural in nature until the beginning of the 1900s. Evidence of change can be seen in the 1927 Metzger Land Division Map. In that map, many of the farms have been divided up into housing lots that are still much larger than the typical 50'x100' Portland lot. The Great Depression kept the area from developing until after World War II.

In post-World War II America, urban populations began looking for

amenities such as large yards and quiet neighborhoods that could be found in the developing suburban areas. Powellhurst-Gilbert was still unincorporated Multnomah County at this time and considered far from Portland's city center. The neighborhood seemed especially removed from the city because I-84 was not built until 1958, and the critical neighborhood artery, I-205, was not completed until 1983. The Powellhurst-Gilbert neighborhood was completely annexed by the City of Portland in 1994; however, unlike many other freeway corridors in the Portland area, Powellhurst-Gilbert remains isolated from much of the typical suburban growth.

While all neighborhoods in Portland realized the pressures of rising land values and infill development, the large lot sizes characteristic of the Powellhurst-Gilbert neighborhood created a unique development pattern. Being rural in nature for so long has also left the neighborhood without the centralized

commercial district that often developed in towns or neighborhoods in the beginning of the 1900s.

The Powellhurst-Gilbert neighborhood of today is a collection of many different housing types and varying levels of density. Commercial development along SE 122nd Avenue is nodal rather than continuous. Other important elements of this neighborhood are the current demographics and projected population growth, which make it more diverse than at any other period in its history.

APPENDIX B

BIOGRAPHIES

NAME: Alejandro Bancke

HOMETOWN: Camas, Washington

UNDERGRADUATE:  **WESTERN**
WASHINGTON UNIVERSITY

Major(s):

Bachelors of Arts

Environmental Studies

German

Concentration:

Geographic Information Systems
(GIS)

MURP SPECIALIZATION:

Regional Economic Development

EXPERIENCE:

Interned for Portland Parks and Recreation. Was assistant long range planner for City of Tigard Has worked as graduate research assistant under professors at Portland State University. Was also lab assistant for graduate GIS course. Is currently working as an intern at Metro in the Regional Transportation Planning section. Currently employed as graduate research assistant for Teaching American History program at PSU.

HOBBIES / INTERESTS:

In his free time he enjoys running, camping, backpacking, hiking, snowshoeing and pretty much anything else that has to do with the outdoors.

NAME: Will Elder

HOMETOWN: Portland, Oregon

UNDERGRADUATE:  **Portland State**
UNIVERSITY

Major(s):

Bachelors of Science
Economics

MURP SPECIALIZATION:

Transportation

Real Estate Development Certificate
(pending)

EXPERIENCE:

Has recently been working for the Portland Office of Transportation (PDOT) and is a graduate research assistant for Community Environmental Services, where he is conducting a sustainability analysis for the Doubletree Hotel chain.

Hobbies / Interests:

Enjoys gardening, travel, food, and bicycling.

NAME: Joy Garlin Hunt

HOMETOWN: Washington, D.C. Area

UNDERGRADUATE:

Major(s):  UNIVERSITY of VIRGINIA

Bachelors of Arts

English

MURP SPECIALIZATION:

Community Development

EXPERIENCE:

Worked for Teach for America program in Washington D.C. where she taught junior high Spanish, going on to head a multilingual after school program. She has interned at the African American Alliance for Homeownership and Housing Development Center (dedicated to providing housing stability for Portland residents). Also recipient of Portland State University's Laurels Graduate Tuition Remission Program (2007-2008 academic year).

HOBBIES / INTERESTS:

In her spare time, Joy enjoys independent film and reading. She can often be found perusing the fiction section at Powell's Books.

NAME: Caroline Leary

HOMETOWN: Bedford, MA

UNDERGRADUATE: Trinity College
HARTFORD CONNECTICUT

Major(s):

Bachelors of Arts

Spanish

Minor(s):

The Cities Program

MURP Specialization:

Transportation

EXPERIENCE:

Worked on Metro's Regional Transportation Plan update during summer of 2007. Since January 2007, she has worked as a research assistant at Community Environmental Services, a research institution at Portland State University. She works on Food Waste and Recycling Program at Portland International Airport, educating tenants, organizing events, and completing waste research.

HOBBIES / INTERESTS:

Running, skiing, and hiking. Feels lucky to be in a great location for these activities and excited to explore more of the Pacific Northwest.

NAME: Markus Mead

HOMETOWN: Bend, Oregon

UNDERGRADUATE: Oregon State **OSU**
UNIVERSITY

Major(s):

Bachelors of Arts

Geography

Bachelor of Science

Geosciences

Minor(s):

Spanish

MURP SPECIALIZATION:

Land Use

EXPERIENCE:

Worked as a land use planning consultant in the Portland Metro area for five years and then as a policy analyst for an environmental non-profit for four more years. Has been recently working as both a land use planning consultant and for the Long Range Planning Department for the City of Tigard. Hobbies / Interests: He is a fifth generation Oregonian. He resides in a recently purchased home in inner southeast Portland and lives with his partner and big dog, Sam.

NAME: Cassera Phipps

HOMETOWN: Canby, Oregon

UNDERGRADUATE: Oregon State **OSU**
UNIVERSITY

Major(s):

Bachelors of Science

Environmental Science

Minor(s):

Spanish and

Natural Resource and

Environmental Law and Policy

MURP SPECIALIZATION:

Environment

EXPERIENCE:

Interned with a local consulting firm, working on a variety of projects including historic preservation, transportation planning, and draft environmental impact statement. She is now Waste Reduction Coordinator for the City of Beaverton's Recycling Program. Hobbies / Interests: Spending time with friends and family. She enjoys Portland's music scene and natural amenities such as Forest Park.



APPENDIX C

PRELIMINARY STAKEHOLDER LIST

- BARRY MANNING - CITY OF PORTLAND
- JIM CHASSIE
- JACK VEHIGH
- DONNA DIONNE - MIDWAY BUSINESS ASSOCIATION
- SUE DONALDSON - PORTLAND PARKS AND RECREATION
- WILLIAM HOOVER - PORTLAND POLICE BUREAU
- JOHN McDONALD
- ROSANNE LE; RICH NEWLANDS; APRIL BUNDLESON - PORTLAND DEPARTMENT OF TRANSPORTATION
- MARK WHITE - BUSINESS OWNER ON 122ND
- BILL CUNNINGHAM
- TAMRA - NEIGHBORHOOD ASSOCIATION
- BILL DAYTON
- JOHN MILLER - HOST DEVELOPMENT
- DORENE WARNER - HUMAN SOLUTIONS
- NICK SAUVIE - ROSE CDC
- KAREN YOUNG - LEACH BOTANICAL GARDEN
- TINA'S STAFF AND/OR OWNERS
- SCOTT STEWART - (GARY BLACKMOND'S OFFICE) @ MULTCo BENCHMARKS
- TED WHEELER - MULTCo VISIONING
- MEG MERRICK - ASSET MAPPING
- PDX ORGANIZING ALLIANCE/ALLIANCE FOR THE COMMON GOOD
- TRIMET
- SE UPLIFT
- ACORN
- REALTORS
- METHODIST CHURCH AT 134TH / POWELL
- VIETNAMESE CHURCH ON 122ND
- SMALL BUSINESS SURVEYS ALONG 122ND
- INTERCEPT SURVEYS
- SAFEWAY AT POWELL AND 122ND OR BASKIN ROBBINS)
- SCHOOLS AND DISTRICT
- DAVID DOUGLAS SCHOOL DISTRICT
- ALICE OTT MIDDLE SCHOOL
- GILBERT HEIGHTS ELEMENTARY
- GILBERT PARK ELEMENTARY
- MILL PARK ELEMENTARY
- WEST POWELLHURST ELEMENTARY
- OTHER THOUGHT PROVOKERS
- LIBRARIANS; REPORTERS; SMALL BUSINESS OWNERS; RUSSIAN, HISPANIC, AND VIETNAMESE
- COMMUNITY ENTREPRENEURS; LONG-TIME HOMEOWNERS, AFFORDABLE HOUSING RESIDENTS, ETC

APPENDIX D

GANTT CHART

