



Portland State University
School of Urban Studies & Planning
Planning Workshop, Winter-Spring 2004

Power of Place:
**Developing Community Assets &
Character on SE Division Street**

A Planning Project Proposal prepared for:
The Division Vision Coalition
by GNT Planning

Client:

The Division Vision Coalition

GNT Planning:

Quinn Fahey
Josh Birks
Jeff Caudill
John Mermin
Kenneth Radin

Stakeholders (preliminary list):

Division-Clinton Business Association
Southeast Uplift (Linda Nettekoven, Vice President)
Seven-Corners Localization Initiative
Mt. Tabor Neighborhood Association
South Tabor Neighborhood Association
Richmond Neighborhood Association (Charles Kingsley, Co-Chair)
Hosford-Abernathy Neighborhood Development Association (HAND)
City Repair Project
Portland Community Land Trust (Allison Handler, Director)
Portland Office of Neighborhood Involvement
Urbanics, MURP Division Street Workshop Team
REACH Community Development
Business Alliance for Local Living Economies (B.A.L.L.E., "bah-lee")

PURPOSE STATEMENT	1
PROBLEM DEFINITION	2
GROUP METHODOLOGY.....	3
BACKGROUND AND HISTORICAL CONTEXT	5
CLIENT PERSPECTIVE & RESPONSIBILITIES	9
GNT RESPONSIBILITIES OF TASKS	11
GNT SKILLS AND DECISION-MAKING	13
APPENDIX 1 – WORKSHOP CRITERIA & THE THREE “ES”	17
APENNDIX 2 – MEMORANDUM OF UNDERSTANDING	21
APPENDIX 3 – WORKPLAN TIMELINE	25
APPENDIX 4 – INTRODUCTION: <i>CREATING A SENSE OF PLACE ON SE DIVISION</i>	28
APPENDIX 5 – DIVISION TRANSPORTATION PLAN: NEIGHBORHOOD SURVEY	32

PURPOSE STATEMENT

The Master of Urban and Regional Planning program at Portland State University concludes with a two-quarter applied planning workshop. This workshop focuses on the delivery of a specific planning product to a client chosen by the workshop group. GNT Planning (GNT), as a planning workshop group, has chosen the Division Vision Coalition (DVC) as a client. GNT will assist DVC in cataloguing existing community assets and identifying opportunity sites for future development along SE Division Street. In addition, GNT will document the process and strategies employed so that other communities interested in maintaining community character may replicate these strategies in the future.

As GNT's project proposal, this document serves several purposes. First, it fulfills the planning workshop requirement for a workplan and Memorandum of Understanding (MOU). Second, it establishes an understanding between GNT and DVC regarding the scope of work to be performed and the product to be delivered. Finally, this document provides background information relevant to the project.

A good understanding of the neighborhoods and the business environment along SE Division Street is essential to the success of this project. Therefore, the strategy set forth must be anchored in the local context and informed by the community. The communities that share SE Division, however, are also part of the larger Portland Metropolitan community. Therefore, understanding the larger context will be essential to the success of this project as well. The following sections bring these local and larger contexts together in GNT's proposal for the *Power of Place* project.



Figure 1 - Artist: Ginnie MacPherson, Anna Mafchir - Location: 1309 SE Division

PROBLEM DEFINITION

Regional conditions, fueled in part by growth and current economic conditions, continue to apply pressure on local “main streets” and the neighborhoods that share them. Main streets and neighborhoods within Inner-East Portland have already begun to feel this pressure. Although neighborhoods are often defined by main streets within their boundaries, they frequently have little or no control over land uses along these streets - the ‘nexus’ where larger pressures play out. As a result of either political decisions (at city- or region-wide levels) or unchecked market processes, dramatic changes in both use and activity levels occur. These changes sometimes benefit the particular community in which the changes occur, through increased property values and added amenities, for example. But they can also slowly erode the fabric of the community, or shape community character in a manner inconsistent with community visions.



Figure 2 - Vacant Building along SE Division

As investment increases in an area, local businesses can find it difficult to compete with external economic interests, often able to pay higher rents for available space. Consequently, established neighborhood businesses, which frequently function as community gathering spaces for residents, are slowly pushed out of the area. As this happens, the inter-connections and interactions that once defined the area are lost. One need not look far to see this phenomenon occurring within the Portland Metropolitan area. With the region’s emphasis on compact growth and urban renewal, many neighborhood main streets are undergoing significant transformations.



SE Division St. is a budding Main Street shared by the Hosford-Abernathy, Richmond, Mt. Tabor and South Tabor neighborhoods. Community members have coalesced around the possibility for intervention in the development process and the potential to ‘manage’ changes anticipated in the wake of a forthcoming streetscape plan. In a highly publicized debate, community

members have expressed concern over the proposed Division St. location of an international chain coffee shop. They see this particular example as a harbinger of future pressures in the neighborhood. In the face of this change, they have expressed the desire to be more proactive in shaping the character of their place.

Figure 3 - Abandoned Gas Station Along SE Division

Neighborhoods and neighborhood groups must have tools to preserve and develop community assets in the face of these pressures. GNT, with help from DVC, will identify characteristic properties within the district as well as potential sites for future community assets that will improve the greater SE Division area. These assets will allow the community to combat and leverage the external pressure created by growth and economic change. In the wake of the City of Portland's long history of helping its neighborhoods and communities shape their shared places and spaces, GNT hopes its work with the Division Vision Coalition can strengthen this important work.

GROUP METHODOLOGY

GNT will utilize a planning methodology to deliver quality analysis and meaningful recommendations. This methodology will include a seven-step process that will guide GNT through the project. The seven steps include: (1) direction setting, (2) establishing evaluation criteria, (3) collecting data, (4) identifying alternatives, (5) evaluating alternatives, (6) distinguishing alternatives and making recommendations, and (7) monitoring and evaluating implementation.

1. Direction Setting

Direction setting establishes the course of a planning process. It is essential that all stakeholders be involved in this early stage of the process. GNT will describe the current and emerging conditions to the stakeholders. The stakeholders, with the assistance of GNT, will then refine the problem and set goals for the rest of the process. These goals serve as the compass by which GNT and DVC will measure progress throughout the project.

2. Establish Evaluation Criteria

Evaluation criteria define success within a planning process. Criteria often come from the client but, in this case, they will also come from the community itself. These criteria might include: cost, net benefit, effectiveness, efficiency, equity, administrative ease, legality and political acceptability.

3. Data Collection

Data collection provides the planning process with fact and opinion. Both fact and opinion are essential to understanding the problem and its potential solutions. GNT will collect data using three distinct methods: community input, needs assessment, and research.

4. Identify Alternatives

Identifying alternatives allows a planning process to consider multiple solutions to the identified problem. These alternatives can be generated in a variety of ways. A literature review, for example, can identify solutions implemented by other communities. 'Brainstorming' among stakeholders can generate potential solutions not yet considered by other communities. Finally, community members at-large can propose solutions that may or may not have been attempted elsewhere.

5. Evaluate Alternatives

Evaluating alternatives ensures that a planning process is thorough and fair. Alternative evaluation involves considering each alternative through the lens established by the evaluation criteria. Evaluation criteria are key in weighing different alternatives and identifying the best option. This provides the planning process with a method to distinguish alternatives and identify the best alternative given current and emerging conditions.

6. Distinguish Alternatives/Make Recommendations

Distinguishing alternatives and making recommendations reflect the outcomes of a planning process. The alternatives distinguished by the evaluation criteria typically form the recommendations of a planning process. Recommendations can address the problem directly or indirectly.

7. Monitoring and Evaluation

Monitoring and evaluation establish the effectiveness of a planning process. GNT will not have adequate time to perform this step of the planning process during this project. However, GNT plans to develop a course for future action to be implemented by DVC along SE Division Street.



Figure 4 - Parks are examples of possible community assets

BACKGROUND AND HISTORICAL CONTEXT

History of Area

SE Division functions as a seam and an edge for four different neighborhoods: Hosford-Abernathy, Richmond, Mt. Tabor, and South Tabor. It began as one of many streets feeding a collection of early 20th Century subdivisions. Developers of the period frequently built additions to streetcar lines to entice new residents to these subdivisions. Known as “southeast streetcar suburbs,” these areas were serviced by lines along SE Belmont St. (terminating at Mt. Tabor), SE Hawthorne Blvd, and SE Clinton St. The establishment of these suburbs coincided with a substantial increase in Portland’s population.

Between 1890 and 1900, the city’s population almost doubled, increasing from 46,385 to 90,462. To serve this dramatic population increase, a number of activity nodes surfaced in the vicinity of Mt. Tabor. To the east and west, SE Division St, then called “Section Line Road,” served residential and commercial needs. At the same time, commercial hubs were developing to the north along SE Stark, Belmont, and Hawthorne Blvd, in the vicinity of present-day SE 50th and 60th Avenues, and to the south along SE Clinton. Collectively, these activity centers have provided residents in the vicinity of SE Division exceptional access to various activities and goods.

Current Uses

Excellent access continues to this day. SE Division still provides a mix of residential and commercial uses to the neighborhood, as well as excellent connections to surrounding commercial centers. With an eclectic blend of uses – including local coffee shops, a hardware store, and numerous services – SE Division provides a unique environment for community members. Although most of its commercial activity is concentrated between SE 20th and 39th, a mix of uses stretches out to SE 70th. Because of this vital mix of uses, Metro designated SE Division a “Main Street” within the region (see below for description).

All four neighborhoods sharing SE Division have relatively easy access to the still-vibrant commercial strips of Belmont and Hawthorne. Pedestrian, bicycle, bus, and auto access to these other commercial hubs allow SE Division residents to take advantage of the many amenities of the area.



Figure 5 - Current Uses Along SE Division

Past/Current Planning Processes

Because the four neighborhoods along SE Division are interdependent, and because any development or redevelopment will produce impacts on surrounding neighborhoods, it is important to understand the various planning frameworks and processes affecting the area. The following section briefly describes the applicable components of planning frameworks and processes relevant to the project.



Figure 6 - Map of SE Division Area (Including Neighborhood Boundaries)

Metro 2040 Growth Concept

Metro's 2040 Growth Concept, completed in 1994, set out the means by which the region will accommodate expected growth over the next 50 years. In this framework, future growth within the region will be directed to areas of increased density, including

centers (Regional and Town), transportation corridors, and main streets. Metro designated SE Division as a “main street,” defined as a “neighborhood or community business district.” Main streets include concentrations of higher density housing, shopping opportunities, services, and restaurants, which serve surrounding communities. These multiple uses should provide a pleasant pedestrian environment and should be served by high quality transit service. Although these characteristics prevail to a degree along the westerly, inner reaches of the street, they do so to a lesser degree along outer-SE Division.

City of Portland Comprehensive Plan

In the Comprehensive Plan, the City of Portland specifies many objectives applicable to redevelopment along SE Division. First, the City aims to encourage infill and redevelopment along Main Streets as a strategy for implementing the “Livable City growth principles.” Second, the plan calls for ensuring adequate densities (15 units/acre) within a quarter-mile of Main Streets to support activity and viability in these areas. Finally, it stresses the preservation and stability of existing neighborhoods in the face of increasing density. The City’s objectives seek to ensure that both the physical and social infrastructure within a community remain strong long-term, which is particularly relevant to GNT and DVC’s project goals.

Richmond Neighborhood Plan

The Richmond Neighborhood Plan, adopted by the city in 1994, outlines a number of relevant objectives. In setting forth the neighborhood’s business policy, the Neighborhood Association expressed a desire to “develop working relationships between the business and residential communities.” To do this, the plan aims to define, develop, and promote a clear identity for the business district. In addition, commercial property should be thoughtfully utilized according to the neighborhood vision.. Finally, improvements should increase the pedestrian orientation of the area. GNT’s project will help the community fulfill all of these aims.

Hosford-Abernathy Neighborhood Plan

Similar to the Richmond plan, the Hosford-Abernathy Neighborhood plan envisions a unified identity along SE Division and solid relationships between residents and business owners. It calls for the attraction of new retail and services which meet the needs of surrounding communities and it encourages drawing new investment into the area; however, the plan also states that these should be achieved without displacing existing businesses and should improve the image of existing business districts.

Mt. Tabor Neighborhood

Currently, the Mt. Tabor neighborhood does not have a plan to guide development. In the 1990s, the neighborhood began the process of developing a plan; however, it was not completed.

South Tabor Neighborhood Plan

The South Tabor Neighborhood Association completed a plan in 1996. In this document, the Neighborhood Association set out a number of action items applicable to redevelopment along SE Division. Specifically, South Tabor wishes to preserve and encourage multifamily zoning along SE Division. The plan states that “businesses should enhance the neighborhood, not detract from it.” Action items to support this principle

include: developing working relationships between business and residential communities, identifying business structures that need upgrading, and encouraging commercial uses that do not require extensive parking facilities.

"Creating a Sense Of Place On SE Division"

Community members sharing SE Division gathered in 2001 to identify opportunities and constraints along SE Division, and to come up with possible solutions. Coordinated by City Repair, a local community organization, this meeting served as both a public discussion and a design forum. Community members identified current challenges and proposed specific treatments to improve Division, focusing on the activity node between SE 20th and SE 22nd Avenues. This process produced a vision for future development, primarily concerning streetscape improvements.

Portland Department of Transportation Streetscape Plan

As a result of the City Repair project and community member activism, SE Division will be the focus of a new streetscape plan coordinated by the Portland Department of Transportation (PDOT). In June 2004, PDOT will begin the planning process for streetscape improvements implemented along Division, between SE 6th and 60th Avenues. These improvements will aim to enhance the pedestrian environment, support alternative forms of transportation, and reduce the impact of traffic along the street.

State of Oregon Transportation Growth Management Program

In addition to the streetscape plan, the Division Vision Coalition recently received an \$180,000 grant from Oregon's Transportation Growth Management Program. This grant will be used to support the streetscape improvement planning process, facilitating broader and deeper community participation. As a first step, the Division/Clinton Business Associations recently distributed a survey to community members along Division (including Mt. Tabor and South Tabor) to identify their concerns. The results from this effort will provide a good reference and starting point for additional actions in the area.

CLIENT PERSPECTIVE & RESPONSIBILITIES

Interest & Goals

As a collaboration of neighborhood residents and community organizations, the Division Vision Coalition has proposed a planning project focused on the development of a proactive strategy by which the SE Division community can gain more control over its destiny. Particularly, DVC would like to know how to take action to preserve or attract community assets to SE Division Street. DVC is looking for more than just a passive tool such as city zoning, but rather, an active tool for the community to engage in the development process.

Desired Outcomes

DVC has 3 main desired outcomes of the project:

- Identification of ownership structures that might be used by a community or a communally-owned organization, to ensure the persistence of community assets within the area
- Development of a list of existing community assets along SE Division and identification of common characteristics and themes to evaluate potential future sites
- Identification of sites along SE Division that present the best opportunities for developing new community assets

These outcomes will aid DVC in preparation for the Transportation Growth Management (TGM) planning process set to begin in June.

Responsibilities

A successful project requires dedication by both project-group and client. Both participants must understand their responsibilities within the project. GNT will provide DVC with research and analysis of sites for future community assets. DVC, in turn, will support GNT with monetary and non-monetary commitments.



Figure 7 - Revitalization Along SE Division

Budget

To best solicit community input and ensure a high-quality, useful product, GNT calculated the following preliminary budget:

ACTIVITY	COST
Photocopies -Surveys, research, and misc.	\$100
Printing/Binding -Initial proposal (5) & final product (10)	\$125
Distribution materials (<i>if needed</i>) -Postage & envelopes for surveys (500?)	\$250
TOTAL	\$475

GNT understands the financial limitations involved in this type of project. Therefore, GNT, with the help of DVC, will attempt to reduce project costs wherever possible. It is hoped that communities and organizations involved in the project will provide assistance through the contribution of time, goods, and/or financial support.

Non-Monetary Commitments

GNT will need DVC to make two non-monetary commitments. First, throughout the project, GNT will need to confer with DVC. GNT will need to meet with a representative from DVC at least once every two weeks. In addition, GNT will need to periodically contact members of DVC for direction. Finally, DVC must commit to connecting GNT with individuals interested in future community assets. These individuals will become stakeholders in the project and will be asked to provide insights into the SE Division community.

GNT RESPONSIBILITIES OF TASKS

Overview

GNT Planning will undertake three primary tasks. First, GNT will investigate the types of ownership structures that might be used by a community, or a communally-owned organization, to ensure the persistence of community assets within the area. Using surveys and interviews, GNT will attempt to gauge the level of interest in communal ownership, generally, and to identify key stakeholders within the community. Second, GNT will also use the surveys and interviews to develop a list of existing community assets along Division. From this list, common characteristics and themes will be identified, and comments of community members detailed. Third, a land use survey of the area will be used to identify potential sites for community assets along SE Division. These sites will be analyzed and ranked using criteria developed through research of the literature, interviews and surveys, and sound real estate development principles. In developing and applying these criteria, GNT will work closely with DVC to ensure their appropriateness.

Although focused on the SE Division community, a broader goal of this project is to create a strategic document for other communities interested in using property acquisition to preserve community character. To that end, GNT will document the process so that, if desired, other communities might learn from, or replicate, the approach. Because ownership of commercial property by community organizations is a nascent concept, lessons learned and strategies to improve the process will be emphasized.

Identifying Study Area

Although the Division Vision Coalition focuses its work on the stretch of SE Division St. between SE 6th Avenue to SE 60th, representatives of DVC expressed uncertainty as to whether GNT's investigation should include the entire length. To address this issue, GNT will undertake a preliminary examination of the district to determine the appropriate length of the study area. GNT will identify segments of SE Division containing adequate amounts of commercial space. Once this preliminary investigation is complete, GNT will work with DVC to ensure that the proposed study area includes areas identified by the Coalition. At that time, GNT and DVC will determine any additional areas (possibly immediately adjacent to the main street) that should be included in the analysis. All subsequent work will focus on this adjusted study area.

Individual Assignments

Listed below are the necessary tasks for project completion. Each group member will manage a particular task and is responsible for its completion. This member will be the "point person" who distributes smaller tasks to other members in order to complete the component. Each manager will have an "understudy" in case a replacement is needed. The understudy will be in close communication with the manager and will be kept aware of his or her progress. The manager of the task is listed first, with the understudy listed second.

Start and Finish Dates (See appendix for more detailed timeline)

1. Community Participation: 3/22/04 - 4/30/04
 - Identify Key Stakeholders: 4/5 - 4/9 GNT and Client
 - First Survey Developed and Distributed: 3/22 - 3/27 Ken
 - Second Survey Developed and Distributed: 3/30 - 4/30 John and Quinn
 - Interviews with Key Stakeholders: 4/5 – 4/30 Quinn and John
 - Primary Contact person with Client: 3/18 - 6/9 John and Jeff

In order to gain a better understanding of the needs and desires of the SE Division community, GNT will conduct surveys and interviews with local community members. The first survey will be distributed to individuals attending a Southeast Uplift Summit meeting on March 27th 2004. The second survey will be distributed to members of the Division/Clinton Business Association, Division Vision, and other community members. The interviews will be conducted with residents and business owners identified by GNT and the client as key stakeholders in the vitality of Division Street.

2. Research: 3/22/04 - 5/22/04
 - Literature Review: 3/29 - 5/22 Ken and Jeff
 - Ownership Structure: 3/22 – 3/26 Ken
 - Research Case Studies: 3/30 – 5/22 TBD
 - RLIS Land Use Research: 3/29 – 4/2 Josh and Ken

Our research will begin by examining case studies and journal articles regarding ownership structures relevant to community ownership. GNT will also utilize RLIS data to better understand existing land uses, zoning, and ownership scenarios of Division Street properties.

3. Land Use Survey: 5/3/04 – 5/14/04
 - Determine Land Use Variables: 5/3 – 5/7 Jeff and Josh
 - Perform Survey: 5/8 GNT
 - Compile Survey Results: 5/10 – 5/14 Jeff and Josh

The Land Use Survey will assist GNT in assessing exactly what uses are occurring on Division Street, as well as to determine existing assets in the area. The findings from this survey will help GNT identify properties with potential for community ownership, as well as what land uses may best succeed in the area.

4. Analysis: 5/13/04 – 5/21/04
 - Review Criteria: 5/13 – 5/16 Josh and GNT
 - Evaluate all Opportunity Sites: 5/17 – 5/21 Josh and GNT
 - Compile Findings for All Sites: 5/20 – 5/21 Josh and GNT

The analysis phase of the project will allow GNT to interpret its findings from research, surveys, interviews, and the land use assessment in order to later provide a review and recommendation to the client regarding ownership and land uses on Division Street.

5. Final Product / Presentation: 5/17/04 – 6/9/04

Develop Final Product Outline: 5/18 GNT

Compile Methodology, Findings, and Recommendations: 5/19 – 6/5 GNT

Prepare Presentation: 6/1 – 6/7 GNT

Deliver Presentation: 6/8 GNT

The final product will be a document that catalogues existing assets on Division Street, evaluates community ownership structures and their feasibility with respect to community objectives and other considerations, identifies properties for potential community ownership, and recommends future actions. In addition, the document will be structured to help other communities develop assets out of opportunity sites.

Contingency Plan

In the event of time constraints or delays related to the receipt of the second survey, GNT would derive criteria for determining potential future community asset sites from the initial survey and completed interviews. Additionally, delays might require that GNT consider a smaller section of SE Division in its final land use survey. The purpose of this contingency plan is to ensure that, despite delays or unforeseen obstacles, GNT and DVC will still have a base from which to develop a final product representing the will of both parties.

GNT SKILLS AND DECISION-MAKING

Collective Capabilities

The members of GNT Planning possess a range of skills and competencies, from utilization of technical software to the practice of deliberative democracy through community outreach. This range of skills and competencies allows group members to collaborate on issues from land use and transportation projects to social justice and environmental protection. GNT is able to approach planning projects in a holistic manner, in which all elements of the issue are addressed, thereby serving our client with an innovative and functional product.

Individual Skills/Background

Josh Birks

Holding a B.A. in Political Theory from University of Denver, Josh Birks' studies focus on land use and real estate development. After graduation, he hopes to help bridge the gap between vision and implementation by focusing on urban renewal and redevelopment. As a Masters of Urban and Regional Planning (MURP) student, Josh has sought the necessary skills to fulfill this desire. He understands the development process, respects the importance of economics, and believes in holistic solutions. Through the workshop project Josh hopes to exercise his academic understanding with practical application.

Kenneth Radin

A Pacific Northwest native, Kenneth specializes in land use and urban-regional analysis using Geographic Information Systems (GIS) software. As an employee of the Institute for Portland Metropolitan Studies, he is currently assigned to work with the Coalition for a Livable Future, a local umbrella group of sixty grassroots organizations, and its "Equity Mapping Project." Through this project, he hopes to contribute to social and environmental justice and regionally responsible development in the Portland-Metro region. He holds a B.A. in Political Economy and a B.S. in Environmental Studies from The Evergreen State College.

John Mermin

John Mermin's background includes a B.A. in Urban Studies, and work as a transportation analyst for a private planning consulting firm in Boston, MA. He is currently working in the transportation planning division at Metro. Through his work and schooling he has developed skills in writing, research, analysis, phone interviewing, and software such as Excel, PowerPoint, ArcView, and SPSS. His interests include transit-oriented development, urban design, bicycle/pedestrian planning, and main-street revitalization.

Jeff Caudill

After working as a field biologist, Jeff entered the MURP program looking to limit the impact of urban development on natural resources. To that end, Jeff focused his studies at PSU on sound land use policies and sustainable, or "green," development. Through classes and projects, he has developed a solid understanding of green building practices and the development process. His work experience includes working in Metro's planning department, his current employer, and the Portland Development Commission (PDC). In these positions, he has written on topics related to the urban growth boundary, analyzed large data sets, and created maps using ArcGIS.

Quinn Fahey

After receiving her B.A. in Planning and Public Policy, Quinn moved to Portland to enroll in the MURP program. With a minor in geology, she is interested in the dynamics between natural systems and land use policies. She has worked for the Oregon Natural Hazard Workgroup (ONHW) writing hazard mitigation plans for Clackamas County. Quinn reviewed development proposals at the City of Bend Planning Bureau and the Portland Bureau of Planning. Currently she is working on the statewide bridge replacement project through Parametrix, an environmental consulting firm.

Decision Making Process

Unless a group member gives implicit or explicit permission to do otherwise, or if an emergency calls for quick action, major group decisions will be made with a quorum of at least four group members, or in the event of a vote, five members. If a member is absent from a meeting, the assigned notetaker will e-mail minutes to the absent group member. The group will strive for consensus, but when consensus is not possible, the majority (3 out of 5) will determine a decision.

Communications

Each meeting will begin with the group deciding upon a facilitator and notetaker for that meeting. It is the facilitator's responsibility to ensure that all members of the group have a fair and equitable chance to speak and to contribute ideas should these fail to occur naturally. Additionally, the facilitator will manage time by referring to the agenda and prompting the group to address each item.

After a facilitator and notetaker have been assigned at the beginning of a meeting, each group member will briefly give an update of his or her progress as well as address any concerns or issues he or she may be experiencing. Group meetings will also end with a brief summation of ideas, concerns, or issues.

The notetaker will record the issues discussed during the meeting as well as the agenda for the next meeting. Furthermore, the notetaker will record actions to be taken by the group before the next meeting. After the meeting, the notetaker will e-mail his or her notes to the group, for the sake of keeping all members informed and up to date.

Performance Measures

In order to ensure that GNT Consultants are producing a quality product in a timely manner, a group evaluation will be conducted each week. This evaluation will consist of an overall review of the group's progress in reaching its milestones, as well as a discussion of possible adjustments to the timeline or individual assignments.

APPENDIX 1 – WORKSHOP CRITERIA & THE THREE “Es”

WORKSHOP CRITERIA

Two central principles guide planning workshop projects. First, the product is essential to success. Second, the product will contribute to achieving local and regional goals. Personal aspirations of workshop group members guide the project as well. A good workshop planning project, therefore, inhabits a 'nexus' among three functions: integrating the skills and perspectives at the core of planning, serving local and regional goals, and fulfilling the group's personal aspirations in professional planning practice.

Core Planning Skills and Perspectives

Cities contain a multitude of perspectives. Planners work in the city environment attempting to reconcile a long-term outlook with these perspectives. Planners also actively engage the community in the process of reconciliation. Thus, the planner occupies a unique role. Fulfilling this role requires a specific set of skills and perspectives. The MURP program provides students with an opportunity to acquire and test these skills and perspectives, while planning workshop is the culmination of this opportunity.

Working with DVC gives GNT an opportunity to exercise skills acquired in the MURP program. GNT's *Power of Place* project meets the core planning skills and perspectives criteria because it requires a participatory and community-based approach. The project will involve significant citizen participation and requires the reconciliation of many perspectives. In addition, GNT will be challenged to provide a long-term outlook to both satisfy and guide these many local perspectives.

Local and Regional Goals

The Portland Metropolitan region currently faces many challenges. The challenges range from adequate provision of affordable housing for low-income individuals to the need to 'manage' market forces within neighborhoods to ensure maintenance of community visions.

SE Division Street faces one of these many challenges. The neighborhoods along SE Division feel detached from the development process along their main street. The *Power of Place* project considers this problem directly. By working to identify potential sites for future community assets along SE Division, GNT will be addressing a local challenge; however, this type of challenge can be met in other communities as well. Therefore, the lessons GNT learns on SE Division will serve the larger regional community should other communities attempt to shape the development of their evolving main streets.

Group Aspirations

GNT wants a workshop planning experience that contributes to both individual and collective learning. Thus, group members hope to delve into areas outside their specializations, learning from one another. In addition, GNT would like to deliver a product that leads to a useful and tangible outcome, possibly a physical structure. Ultimately, GNT wishes to work with a client that has the interest, financial and political ability to implement recommendations that result from this process.

The *Power of Place* project, with the Division Vision Coalition as client, is consistent with GNT's planning aspirations and meets these criteria. The project presents an opportunity to work with a motivated client. In addition, it allows many of the group members to work outside their area of specialization. Finally, the end result may someday lead to the development of a specific site. These attributes of the project fit with the group's aspirations. By working with DVC, GNT will gain experience that will contribute to their individual and collective learning.

SUSTAINABILITY – THE THREE “Es”

GNT believes planners have a responsibility to develop plans that meet the demands of today and that also ensure future generations have resources to meet their own needs. In order to address this concept of sustainability, GNT will integrate three elements – environment, social equity, and economy – into the *Power of Place* project.

Environment

Properties on SE Division Street could offer great potential for creating sustainable green buildings. Unlike standard buildings, green buildings reduce impacts on the natural environment by reducing waste, conserving energy and limiting resource extraction. GNT will analyze properties where green development (in the form of ecoroofs, bioswales, pervious surfaces, or energy efficient materials) might take place. Additionally, GNT will explore options for potential brownfield properties in order to encourage infill development and reduce the negative impacts of development in natural, open spaces. The group will recommend strategies to ensure that proper measures are taken to avoid future groundwater and soil contamination.

Social Equity

GNT will work with community members to investigate potential ownership structures and uses for properties that will benefit the community as a whole. By using these properties for community activities that might not be provided by the market, Division Vision would be contributing to social equity, providing safe and centrally-located areas for community members to convene and work to improve their community.

Economy

Properties on SE Division Street have the ability to add to the economy of the community either through financial gain or non-monetary benefits, such as increased social capital. GNT will work with DVC and community members to identify properties and uses that can become assets to the community, creating the potential for community members to capture improved market values in the area. GNT will document the planning process in order to create a model for other neighborhoods to acquire property to use as long-term community assets.

APENNDIX 2 – Memorandum of Understanding

Memo

To: Division Vision Coalition
From: GNT Planning
CC: Ethan Seltzer, Barry Messer, PSU Planning Workshop
Date: 3/15/2004
Re: Terms of Agreement – Planning Workshop Project

WHEREAS the Division Vision Coalition (DVC) and GNT Planning¹ (GNT) agree that commercial strips, or "Main Streets," can strongly influence the perceived character of communities.

WHEREAS DVC and GNT agree that SE Division Street is a budding "Main Street" of the Hosford-Abernathy, Richmond, Mt. Tabor and South Tabor neighborhoods in southeast Portland.

WHEREAS DVC and GNT agree that community members sharing such streets frequently have little or no control over land uses along such streets.

WHEREAS DVC and GNT agree that community members should have more control over the character of these streets, and that land uses play a central role in such character formation.

WHEREAS DVC and GNT agree that land uses can and do change dramatically, as a result of either political decisions or unchecked market processes. Sometimes these changes benefit the community, through increased property values and amenities, but these transformations can also erode the fabric of the community.

WHEREAS GNT recognizes that DVC needs assistance in taking a proactive approach to shaping land uses along SE Division.

WHEREAS DVC recognizes that GNT must fulfill the requirements of USP 558 – Planning Workshop in order to graduate as Master of Urban and Regional Planning students.

WHEREAS DVC also recognizes that the Planning Workshop course requires that a suitable project must be participatory, community-based, and regionally responsible.

WHEREAS DVC further recognizes that the Planning Workshop course requires a product as an essential part of the experience.

NOW, THEREFORE, BE IT RESOLVED THAT GNT will assist DVC in its desire to maintain community character as new investment comes into the area, by undertaking three primary tasks:

1. Investigate the types of ownership structures that might be used by a community, or a communally-owned organization, to ensure the persistence of community assets within the area
2. Utilize surveys and interviews to develop a list of existing community assets along SE Division and identify common characteristics and themes to evaluate potential future sites
3. Identify possible sites for community assets along SE Division by preparing a land use survey.

BE IT FURTHER RESOLVED THAT DVC will assist GNT with the preparation of a strategic document for communities interested in using property acquisition as a means to create long-term community assets by committing three resources:

1. Time for meetings and general consultation
2. Connections to stakeholders with a vested interest in the process
3. Monies, or commitments from other sources for monies, to perform the community outreach and publish the findings.¹

BE IT FURTHER RESOLVED THAT this relationship will produce five main bodies of work:

1. Community Participation – In the form of identified stakeholders, two surveys, and interviews/focus groups
2. Research – In the form of a literature review on ownership structures and case studies and GIS land use research
3. Land Use Survey – Based on traditional land use data and variables of significance for community assets derived from community participation
4. Analysis – In the form of findings for a collection of possible sites for future community assets
5. Report – The report will present the research, land use, and analysis findings. In addition, the process used by GNT to accomplish these goals will be fully documented so that other communities can utilize a similar approach to identifying potential community asset sites in the future.

BE IT FURTHER RESOLVED THAT mutual commitment by GNT and DVC will enable the successful completion of the project as outlined in the attached project proposal and satisfy the interests of DVC and GNT. Both parties must fulfill the obligations laid out in this agreement in order to ensure timely completion of the project, by June 4th, 2004.

ADOPTED on 3/17/2004 (DATE)

Kelly Mills 3/17/04 918-3978
Primary Contact – Division Vision Coalition

Josh Birks
Josh Birks – GNT Planning

John Mermin
John Mermin – GNT Planning

Charles Kingsley 231-4082
Secondary Contact – Division Vision Coalition

Jeff Caudill
Jeff Caudill – GNT Planning

K. Radin
Ken Radin – GNT Planning

Quinn Fahey
Quinn Fahey – GNT Planning

Encl. Project Proposal

¹ A Portland State University Masters of Urban and Regional Planning – USP 558-Planning Workshop Group

² These commitments are detailed in the attached *The Power of Place: Developing Community Assets, Character and Control on SE Division Street* workshop planning project proposal.

APPENDIX 3 – Workplan Timeline

APPENDIX 4 – Introduction: *Creating a Sense of Place on SE Division*

Introduction

by Pedro Ferbel, Board Member
Division/Clinton Business Association

A Sense of Place on Division Street

In a city, a "sense of place" is created when the people who live and work in an area can imagine and share a common understanding of the public spaces they inhabit. In the City of Portland, our sense of place is strongest when the benefits and problems associated with urban issues (transportation, land use, community development, aesthetics, economics, and the environment) are properly addressed. Public involvement in these urban issues is also important. A truly livable City encourages its citizens to be active participants in the shapes and senses of their public space. In this way, people feel connected to their public places. Then, as individuals share a sense of place, they get to know the people who live in their community. Crime decreases, pollution decreases, stress and fear give way to people living whole, enriching lives.

This report represents a local initiative to create a greater sense of place on inner SE Division St. For many, Division Street already has a sense of place as one of the more livable of Portland's "main street" business corridors situated in a residential neighborhood. There is no doubt that the people who choose to live on or near Division like being there. However, walking along the street, we perceive that something is stopping Division from having the sense of place that lives up to its truest community potential. Most residents and business owners agree that Division's mixed use zoning, locally owned businesses, and vibrant neighborhoods are what define the street. However, the volume and speed of traffic can derail our sense of place and make Division seem like nothing more than a busy thoroughway.



The Division/Clinton Business Association (DCBA) sponsors a yearly street fair in July to encourage the local community to discover the businesses and amenities of the street. After the 2000 street fair, the DCBA discussed how difficult it was to link the many intersections of Division from 12th to 50th and beyond. We realized that while Division has many attractions as a local business district and residential neighborhood, it is lacking a coherent identity as a vibrant urban landscape. Block to block and building to building, Division is a street of many different locations. We began to talk about what it would look like to unify the different physical spaces and create a greater sense of place along Division as a whole.

Many ideas were generated, including benches, water fountains, banners and signs, flower baskets, trees, bus shelters, and traffic amendments like speed bumps and humps, crosswalks, bike lanes, curb extensions, alternative paving, public squares and street painting.

Street trees were immediately identified as the first step in creating a sense of place along Division. This spring, the enthusiastic Friends of Trees helped the DCBA coordinate their

largest planting of trees in a commercial district. The event was a great success for both the number of trees that were planted as well as for the community involvement in the process.

For the next step, the DCBA, neighborhood association members and residents invited City Commissioner Charlie Hales to walk along Division and see the challenges first hand. On February 27th, we walked on Division from 39th to 20th and spoke with local businesses and residents. We then reconvened at the Red and Black Cafe and had an initial public forum and design workshop, facilitated by The City Repair Project, a non-profit organization which provides facilitation and design services for citizen involvement in place-making projects.

The walk and forum were well-attended and a high level of discussion took place. This report documents much of that informative meeting. It is appearing that the best strategy for making changes along Division is to have the people who live and work immediately near and surrounding an activity node, block, or intersection be the individuals most involved in shaping any physical changes at that place. As localities begin to shape a sense of place, new localities may choose to incorporate similar design elements, thus tying together localities into a collective identity along the street.



A coalition of businesses and neighbors between 21st and 22nd on Division Street, including Mirador, Gallery Schmallery and the Red and Black Cafe, have been meeting since the design forum and taking the next step. Their interest is to build on the locally-owned, artistic and independent spirit of their block, and create more public amenities that will encourage cars to slow down and people to meet. They will close 22nd at Division during this year's annual street fair and showcase their ideas with a block party and demonstration project.

Creating a sense of place is not just about physical changes to a landscape; it is a process of community development, creative visioning and local consensus. Division Street can find its sense of place as a neighborhood main street only with the involvement of the local community. It is also essential that there is communication between local business owners and residents and the open minds of politicians and city planners. We hope this local initiative to create a sense of place becomes what the business owners and residents want to see on Division: a safe and inviting place to live, work, and call home.

APPENDIX 5 – Division Transportation Plan: Neighborhood Survey

Division Transportation Plan

Neighborhood Survey

January 6, 2004

Summary

The survey was created, published, and distributed by the Division/Clinton Business Association, between September and December, 2003. The questions were based on the discussions held during the process of writing a grant for funds to repair SE Division Street. The purpose of the survey was to ascertain if the discussions covered the concerns of the major users of the street, and to solicit their opinions on improvements.

The survey was divided into three sections: Transportation and Streetscape, Physical Features and Land Use, and Public Amenities. Over 200 responses were returned from Hosford-Abernethy, Richmond, Mt. Tabor, and South Tabor neighborhood associations, and two business associations, Division/Clinton and Central Eastside Industrial Council.

Transportation and streetscape options covered traffic and pedestrian uses as well as parking, lighting, trees and shelters. Comments were added by 138 neighbors and businesses. Responses indicated:

- 75% for more trees and vegetation,
- 61% for crosswalks,
- 50% for fixing a dangerous intersection (20th/21st, 39th, 41st, 43rd, and 58th).
- 45% wanted to reduce speed,

Physical features and land use covered new business, housing, and zoning problems. Suggestions for businesses and zoning were received from 128 people. The majority of responses indicated that:

- 54% wanted more local businesses,
- 26% thought mixed use buildings would be a welcome addition to the street,
- 23% wanted the zoning problems fixed. Just under 50% of those votes were from businesses, followed by 29% from Richmond residents.

Public Amenities covered benches, bike racks, and community space. Only 86 people added comments.

- 60% wanted bike racks,
- 56% asked for benches,
- 53% for some community space.
- 43% voted for decorated streets. The term "decorated streets" was not defined in the survey and was interpreted by those responding as either decoration on the street surface or decoration above the street, like banners, flower baskets, benches, and other pedestrian amenities. About half who commented were in favor of each interpretation.
- 23% voted for absorbent pavement on the street and almost as many commented that the street carried too much heavy traffic for absorbent pavement to be feasible.

Overall, street trees received the highest total number of votes and the largest number of votes from every group with the exception of the Tri-Met drivers and DCBA, where it tied with new business and fixing intersections. Trees also received the highest number of votes under the Transportation heading. Next, in absolute number of votes were cross-walks, bike racks,

benches, new businesses, and public spaces. Richmond and D/CBA were leaders in the quest for new businesses followed by HAND. By far the least popular option was apartment houses on the street, followed closely by single housing and on-street parking. Only four of the eight groups posted any vote for apartment houses, and only 5 groups voted for on-street parking.

Although businesses and neighborhoods agreed on the importance of trees on the street, the majority of businesses selected fixing intersections and acquiring new businesses as the most important requirements to become a "Main Street." After trees, the unidentified group and all of the neighborhoods but Mt. Tabor selected bike racks and crosswalks. Over half the requests to reduce traffic volume came from neighborhoods and unidentified sources with less than a quarter of businesses voting to reduce volume.

Background

SE Division between 6th and 60th Avenues is a transit street, a collector street, partially a main street, and a designated emergency vehicle street. It is used by many Gresham and far SE residents to commute to downtown Portland or to the freeway along the Willamette. The Main Street portion, from 20th to 50th, has many small shops located at intersections with residences between. The majority of the shopping area lies between 30th and 40th and pedestrian use is increasing. Division is used extensively during periods that Powell experiences construction or accidents. The street has not been repaired for many years, surviving on patches and repaving.

In the 1980s, the City re-zoned many of the commercial buildings on Division to residential. Most of these buildings still house businesses, although many have encountered difficulties in upgrading their businesses, getting loans, or selling the business or property. Therefore, a number of older buildings are empty or deteriorating.

Division Vision, a collaboration of the Division/Clinton Business Associations and the surrounding neighborhoods, was responsible for gathering all the groups that would impact the work on Division Street and choosing Oregon Solutions to bring government stakeholders to the table and facilitate an initial series of meetings.

The survey was created based on the subjects discussed in the preliminary planning meetings as the grant request for funding to repair SE Division Street was being prepared. In an unusual collaboration, members of the Hosford-Abernethy and Richmond Neighborhoods, the Division/Clinton Business Association, and the Seven Corners Localization Initiative, all members of Division Vision, met with staff members from the Oregon Department of Transportation, the Portland Department of Transportation, Tri-Met, the Bureau of Planning, and Metro, with facilitation provided by Oregon Solutions. The group began to identify the matters of most import to the population surrounding SE Division Street, and to determine which of these items could be attended to during the process of restoring the roadway along SE Division between SE 6th and 60th Avenues. The survey is an opinion poll, with the questions asked based on the items discussed during the grant planning meetings.

The survey was made available in local stores and on-line at www.apnba.com. In an effort to reach all the stakeholders, the survey was sent to five local churches, five local schools, Tri-Met #4 bus drivers, local garbage haulers, and patients of OHSU's Richmond Clinic. It was announced for three months in the SE Examiner, the Richmond, and Mt. Tabor newsletters, by e-mail to the Division/Vision, Division/Clinton Business Association, and HAND residents, and

Central Eastside Industrial Council, and by personal visits to all four neighborhood associations, Division/Clinton and Division Vision.

Over 200 responses were received, roughly 10% of the population of the four neighborhoods surrounding Division. Responses received were: 32 from HAND, 68 from Richmond, 38 from D/CBA, 4 from Mt. Tabor, 9 from South Tabor, 1 from CEIC, 45 unidentified, and 11 from Tri-Met drivers. Of those who responded, 59 were interested in learning more and 19 were interested in helping.

This document is divided into:

- Summary – An overview of the document and its relevance.
- Background – The history of Division Street and its current status and condition.
- Responses – The survey questions and responses.
- Comments – The comments by organization.
- Survey – Survey document.

Responses

Central Eastside Industrial Council

Only one response was identified from CEIC, which intersects the area covered by the Transportation Plan only between 6th and 11th. That survey listed more trees and bus shelters, mixed use buildings, public space, decorated streets, bike racks and benches.

Division/Clinton Business Association

Of the 38 businesses, 66% wanted new businesses, 65% wanted more street trees and safer intersections (30th, 41st, and 43rd). 53% wanted lower speed and more cross-walks, followed by 47% suggesting bike racks and benches. D/CBA extends from 12th to 60th and two blocks on either side of SE Division.

Hosford-Abernethy Neighborhood

Hosford's 32 replies gave 94% to street trees, with 72% wanting bike racks and 66% asking for cross-walks and public space. Equally desired at 50% were reducing speed, fixing intersections (20th/21st), and decorated streets and benches. 45% wanted more bus shelters, new businesses, and absorbent pavement. The HAND Neighborhood includes both sides of SE Division from the Willamette River to 29th.

Mt. Tabor Neighborhood

Mt. Tabor's area covers the west side of SE Division from 52nd to 60th. Their 4 responses contained 100% approval for mixed use buildings, 75% for street trees and new businesses, and 50% for cross-walks, intersections (58th), zoning, public space, bike racks, and benches.

Richmond Neighborhood

The majority of responses were from Richmond, which covers both sides of SE Division from 30th to 52nd. Street trees, more cross-walks, and new businesses (local), were requested by 74% of the 68 respondents. Bike racks, benches, public space and speed reduction were rated 63%. Receiving between 25 – 55% were reducing traffic volume and speed, cross-walks, parking, more bus stops and bus shelters, mixed use buildings, absorbent pavement, an information kiosk, and decorated streets.

South Tabor Neighborhood

South Tabor covers the east side of SE Division between 52nd and 60th street. South Tabor and Mt. Tabor were inadvertently not invited to the grant planning meetings and, having heard the plan included Division between 12th and 39th, had not been following the process. South Tabor sent in 9 responses. Reducing speed, planting street trees, and acquiring new businesses generated 77% of their votes, followed by 66% for cross-walks, public spaces, and bike racks.

Tri-Met

Eleven of Tri-Met's #4 bus drivers responded by voting 72% for off-street parking, followed by 64% for fixing intersections (12th, 43rd), bus shelters, and benches. Their comments emphasized clearing trees in front of shelters and stops so passengers could be seen. Half of them voted for reducing the volume of traffic, putting in more bus stops, fixing the zoning, creating public space, and adding bike racks.

Other - Unidentified

Forty-five responses were received without identification. Customers filled them out at stores, giving no name or address. Trees garnered 80% approval, followed by 62% each for cross-walks, fixing intersections, bus shelters, public space, decorated streets, bike racks, and benches.

Comments

Altogether, the 208 respondents added 349 comments, an indication that they had already spent some time thinking about improving the street.

Transportation and Streetscape

Adding a left turn on Division at 39th was suggested every group but Central Eastside. Other intersections mentioned as dangerous were the 7 Corners area (20th/21st), 41st – 43rd (the S curve), and the intersection at 58th, in front of Atkinson School. Additional cross-walks, flashing signals, pedestrian operated signals, and curb extensions were all suggested as ways to make crossing the street easier. Other streets specifically mentioned included 30th, 37th, and 63rd as needing changes to become safe for pedestrians and bus riders. Tri-Met drivers agreed that the 12th Avenue intersection “needs REVISION.”

HAND, Richmond, and D/CBA said the entire length of Division from 6th to 60th should be one lane of traffic each way with on-street parking available between 11th and 28th, while comments from Mt Tabor, and South Tabor tended to believe that widening the street to 4 lanes with no on-street parking would improve traffic flow.

Adding bike lanes to Division was mentioned almost as often as getting all bikes off Division and back on to Lincoln and Clinton, the designated bike streets. Both groups agreed that more bike racks were needed on Division.

Street trees and shrubs, the most popular suggestion, is a project that all the neighborhoods and Division/Clinton business association have pursued for years and will continue as funds allow.

Land Use

New types of businesses for the street were suggested by 83 individuals, the majority of them businesses already on Division. They included clothing, bank, shoes, vegetarian food, boutiques, art supplies, bakery, pharmacy, home & garden, and above all, local – no chains, franchises, big box stores.

Renovating existing buildings for commercial use, rezoning residences to commercial when they changed hands, restoring the commercial zoning to all the commercial buildings, and requiring all buildings on Division be commercial or mixed use, with commercial on the lower floors were all suggested as ways to build the district. Low cost housing and small, low cost retail spaces, and no housing or commercial buildings over three stories were other suggestions.

Other - Pedestrian Amenities

Bike racks, followed by public space and benches were the clear choices. Improve the lighting between 20 – 39th, create mini-parks, widen the sidewalks, correct the flooding at intersections. Add festive banners, flower baskets, planter boxes with shrubs, garbage cans, updated facades. Install pervious pavement on the sidewalks; “It is “green” and easier on pedestrians than 3000+PSI concrete”.

Division Transportation Plan Survey Totals

A coalition of the Division/Clinton Business Association, Hosford-Abernethy, Richmond, South Tabor and Mt. Tabor Neighborhoods, and Division Vision will be working with Tri-Met, the Portland Department of Transportation (PDOT), the Portland Planning Department, Metro, and the Oregon Department of Transportation (ODOT) to plan for the repair and renovation of Division Street from 6th to 60th. \$2.5 million has been allocated for the work and \$180,000 for the planning process.

What do you think will help Division Street become a more vital, community "Main Street"? We want your opinions and ideas. The survey will only take a few minutes. Please complete it and leave it or fold it and mail it to Jean Baker, 4039 SE Grant Court, Portland, OR 97214. Thank you.

Transportation

71 Reduce traffic volume

96 Reduce speed

40 Add/change bus stops

127 Add crosswalks

104 Fix Dangerous Intersection

Comments/suggestions (more space on back)

138 Traffic and Transportation comments

Street and Streetscape

13 More On street parking

54 More Off street parking

41 Add Stop lights

152 More trees and vegetation

85 Add bus shelters

Physical Features and Land Use

112 New Businesses

What type of store? Small, local

54 Residential

13 Single or **9** Apartments or **54** Mixed use

47 Review, fix zoning

Where? _____

Comments/suggestions (more space on back)

128 Land Use comments

Other

49 Absorbent pavement on street

110 Community space

125 Bike Racks

39 Information kiosks

90 Decorated streets

117 Benches

Comments/suggestions (more space on back)

84 Comments on other ideas

January 6, 2004

GNT Planning.
Ken Radin - Quinn Fahey - Josh Birks - John Mermin - Jeff Caudill