INTERSTATE CORRIDOR URBAN RENEWAL PLAN

FINAL DRAFT

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INTERSTATE CORRIDOR URBAN RENEWAL PLAN

I. INTRODUCTION

The Interstate Corridor Urban Renewal Area includes a diverse collection of historic communities in north and northeast Portland. It comprises a variety of older residential neighborhoods, interconnected by commercial corridors, with large scale industrial centers lying on its western and northern edges. It also incorporates parts of such regional features as the I-5 freeway and the Columbia Slough.

The Interstate Corridor faces remarkable challenges and opportunities in the years ahead. A new light rail line is proposed along Interstate Avenue, providing a better link to the rest of the region, with the promise of enhanced connections to regional employment centers. Many neighborhoods are undergoing change, with new families moving in to renovate older homes. Major new public and private investments are anticipated on and near Swan Island, the nearby Rose Quarter, and the Expo Center.

Notwithstanding these changes and opportunities, this area still lags behind the rest of the City and the region in terms of key economic and social measures (income and poverty levels, improvement to land value ratios, building age, etc.). These measures speak to a deteriorating stock of housing and commercial districts. This urban renewal plan sets forth a comprehensive program to assist in addressing these ills, and to capitalize on the opportunities which lay before the community.

The changes occurring in north and northeast Portland, and the potential benefits of urban renewal, promise reinvestment in the area. At the same time, these investments represent a source of serious concern to many, particularly lower income families, individuals, and small businesses which are potentially threatened by the revitalization of the Corridor.

People are the backbone of this community – those who live, work, learn, play, and worship in the neighborhoods within the Corridor. To a large extent, the future success of urban renewal efforts within the Interstate Corridor must be measured in terms of how they benefit the people in this community. This is especially important given the past experience of many in the Corridor. Past large scale public projects have been harmful to many, particularly members of the African-American community, entailing the involuntary displacement of residents and businesses for projects such as Memorial Coliseum, the I-5 freeway, and Emanuel Hospital. The negative legacy of urban renewal, and of these other large scale public projects in this community, still lingers.

"People were displaced—life investments and achievements were disrupted with no chance to rebuild. All people who were affected by condemnation had a difficult time re-establishing their lives. African Americans had an especially hard time achieving their goals—they faced discrimination, red-lining, and the perception that they were

considered a bad risk for the programs that were supposedly designed to assist them."--Pauline Bradford

"There has been a lot of displacement, a lot of promises that were not kept, a lot of things that were promised, following on the heels of programs that never happened."--Cathy Galbraith

The displacement of families, residents, and businesses was only one negative aspect of this area's history. The construction of the I-5 freeway resulted in large scale disinvestment, particularly along the area's once vibrant commercial corridors (such as Mississippi, Vancouver/Williams, and Interstate itself). The Albina Community Plan, adopted by the City in 1993, set the stage for reinvestment and revitalization of the area; urban renewal is an important funding tool to fully achieve the City's and the community's vision for restored economic vitality. The Albina Community Plan identifies Interstate Avenue as an appropriate alignment for a new light rail line, which holds the promise of spurring significant new development at and near station areas.

Building on an extensive community involvement process, this urban renewal Plan reflects lessons learned from the past, while looking towards the future. Mindful of these lessons, urban renewal can be a pivotal tool in unlocking a good future for the people of north and northeast Portland. The many neighborhoods in the urban renewal area are poised to emerge as more vital and livable communities, with increased job opportunities, stronger small businesses, and a major new transit investment. Urban renewal can play a critical role in this process. It is the responsibility of all us, the community, the Advisory Committee which will continue to play an essential role for the life of the urban renewal area, the City Council, and the Portland Development Commission, to make sure that urban renewal delivers on its promises.

"You can only succeed if the community around you supports you."--Pauline Bradford

"This process has been of critical importance to the community. Those who often feel disenfranchised have been able to have their voices heard. This is important and necessary. Those who have been left out before have been included this time. The process has been basically democratic. I expect to continue to have the ability to influence this process in the future."--Harold Williams

"Urban renewal should serve and protect existing residents and businesses in the area. It can be a way of providing access to investment coming into the area, by connecting residents to jobs, economic development and entrepreneurial activities. Increasing access to home ownership opportunities near these economic activities will allow more people to realize the benefits of urban renewal. The challenge with urban renewal will be to connect the new investment to the residents and businesses most in need."--Lenny Anderson "The best future for a community is the one it plans for itself...it honors and learns from the community's past; while turning its strengths."—Sheila Holden

"Interstate light rail only makes sense in North Portland when supported by urban renewal. This urban renewal plan gives neighborhoods a voice in redevelopment along the light rail line and, with proper levels of urban renewal investment, we can fulfill light rail's possibilities, while mitigating potential negative impacts. It completes the package linking transportation, housing, and jobs."—Paul Mortimer

II. PUBLIC INVOLVEMENT

The process leading to creation of the Interstate Corridor Urban Renewal Area has been built around an extensive and broad-based public involvement effort. From the earliest stage of planning efforts for the urban renewal area (URA), the Portland Development Commission (the "Commission") has committed itself to engaging the community in a meaningful manner in all decisions affecting the URA. The Commission has solicited, received and considered the input of residents, property owners, business owners, neighborhood associations, business district associations, community based organizations, ethnic and minority groups, other interested parties and the general public in the development of this Plan. The Commission will affirmatively seek continuing public involvement in its implementation. Exhibit C describes the Commission's outreach efforts in more detail.

The foremost expression of the Commission's commitment to engage the community in the urban renewal area is the *Interstate Corridor URA Advisory Committee*. In the fall of 1999, the Commission invited over fifty community organizations to name a representative to the Advisory Committee. The Advisory Committee's primary tasks, through creation of the URA, have been to advise the Commission and Council on the boundaries for the URA, the guiding principles on which future funding decisions are to be based, and the creation and implementation of the public outreach strategy.

The composition of the Advisory Committee may evolve over the life of the URA; but it will continue to convene for the life of the URA, to assure adherence to the principles incorporated in this urban renewal Plan, to offer advice to the Commission on any possible amendments to the Plan (including possible boundary expansion) and, importantly, to participate in financial decisions affecting the URA, setting priorities for expenditures through the Commission's "Five Year Plan" and annual budget processes. While these decisions ultimately rest with the Commission, the Commission is committed to giving substantial weight to the positions of the Committee. The Advisory Committee and the Commission will adopt protocols regarding changes to the Committee membership and leadership, which shall be structured so as to allow comprehensive representation of key stakeholder groups throughout the Area. Those groups will be invited to appoint representatives to the Committee. The membership will be structured to provide full discussion of diverse community interests and views.

The Commission is committed to continue to pursue an aggressive public participation strategy over the life of the urban renewal Plan. This is in accordance with Goal #1 of the urban renewal Plan, calling for a "thorough, ongoing, and inclusive community involvement process".

III. GOALS AND OBJECTIVES

The goals and objectives of the Interstate Corridor Urban Renewal Area Plan reflect considerable community involvement, including Advisory Committee deliberations, and many broad outreach efforts described in Exhibit C of the Plan. They also borrow considerably from the Albina Community Plan, adopted by City Council in 1993.

The goals and objectives are divided into two categories presented below. First is the "General Principles", broad language that will apply to all decisions affecting the urban renewal area. Following the general principles are more specific principles organized around seven topic areas – housing, economic development/jobs, transportation, revitalization, urban design/urban form/historic preservation, parks and open space, and community facilities/public buildings/infrastructure.

A. General Principles

- 1. Outreach. The planning and implementation of the Interstate Corridor Urban Renewal Area will be founded on a thorough, ongoing, and inclusive community involvement process. This process will build capacity within the community by providing specific, consistent, and culturally appropriate opportunities for all community residents, businesses, and organizations to access and impact urban renewal decision-making, and by providing educational resources necessary to an informed decision. To assure accountability, an Advisory Committee will remain in place for the duration of the URA, with broad and diverse representation from the community. Information will be accessible to the community. Particular emphasis will be given to engaging those sectors of the community not typically involved in this type of project, including the housebound and those who do not speak English. Communications will be in an accessible format where needed.
- 2. Benefit The Existing Community. The Interstate Corridor URA will primarily benefit *existing* residents and businesses within the urban renewal area through the creation of wealth, revitalization of neighborhoods, expansion of housing choices, creation of business and job opportunities, provision of transportation linkages, protection of residents and businesses from the threats posed by gentrification and displacement, and through the creation and enhancement of those features which enhance the quality of life within the urban renewal area. A special emphasis will be placed on providing timely benefits to groups most at risk of displacement (e.g., the elderly, people of color, small businesses, low income people, the disabled).

- **3. Coordination.** To optimize the effectiveness of urban renewal investments, the Commission will coordinate and integrate urban renewal efforts with the URA Advisory Committee, TRI-MET, Oregon Department of Transportation, and other agencies, as well as the efforts of the private and nonprofit sectors.
- 4. **Stability/Sustainability.** Urban renewal efforts will strive to stabilize and revitalize the Interstate Corridor, building on the diverse cultural and historic assets of the area (both human and built). These efforts will strive for sustainability, as measured in the responsible use of limited resources *and* as measured in a commitment to the improvement in the lives of those who live, work, and play in the area.
- 5. Albina Community Plan. The Albina Community Plan and its associated neighborhood plans, adopted by City Council in 1993, will serve as the cornerstone for the Interstate Corridor Urban Renewal Plan. Specifically, the Albina Community Plan will be the framework plan for the urban renewal area, recognizing that the specific urban renewal implementation measures will be sufficiently flexible to evolve in response to new challenges and opportunities as they arise. For the Portsmouth neighborhood, a planning framework (e.g. neighborhood plan) will be created prior to any major capital expenditures occurring within Portsmouth.
- 6. Optimize Light Rail Investment. Recognizing this as a unique opportunity to link urban renewal to a major new transit facility, urban renewal will serve to optimize the public investment in the Interstate light rail line by ensuring that the entire area benefits from this investment, in particular through the creation of catalyst projects near light rail stations and other key locations.
- 7. Focus Investment Along Interstate. Areas immediately abutting the light rail line will bear the highest degree of impacts and opportunities associated with the light rail line, and therefore these areas will be an important focus of urban renewal investment
- 8. **Distribution Of Resources.** It is essential that there be a fair distribution of urban renewal resources throughout the entire urban renewal area, so that all areas benefit from urban renewal.
- **9. Return On Investment.** Consideration should be given to focusing tax increment dollars, especially in the early years of the urban renewal area, on projects which are likely to attract significant private investment, which in turn will generate more immediate tax increment dollars using a return on investment (ROI) analysis. It is recognized, however, that some programs and projects may not provide a strong ROI but are nonetheless supportive of other goals and objectives of the urban renewal plan and, therefore, merit early funding.

- **10. Strategic Use Of Resources.** Tax increment dollars should be used strategically; other sources (private investment, other agency funds, etc.) should be utilized when possible. To achieve the efficient use of tax increment funds, they should serve to leverage other investments whenever possible.
- **11. Condemnation.** There will be no condemnation as part of the Urban Renewal Area until, and if, the Interstate Corridor URA Advisory Committee decides that it wants to amend the Urban Renewal Plan to include condemnation. There will be no condemnation in the Eliot Neighborhood Association for the life of the Plan.
- 12. Other Funding Sources. The availability of urban renewal funding should not cause other City programs or agencies to allocate resources which would otherwise be earmarked for north/northeast Portland to other parts of the city. Where appropriate, City programs or agencies should consider shifting resources away from capital projects eligible for urban renewal funds, towards other north/northeast Portland community needs which are ineligible for urban renewal funding.

B. Principles by Topic Area

HOUSING

- 1. **Displacement.** Develop and implement programs that address potential displacement of current residents (renters *and* homeowners), including non-citizens, so that they may remain in their homes and neighborhoods.
- 2. Home Ownership. Increase equity-building ownership opportunities (including a variety of housing options, e.g. condominiums and lofts), especially for existing renters, through programs such as shared appreciation mortgages, community land trust, down payment assistance, as well as more conventional financing methods. Educate existing residents about these programs with a thorough outreach program.
- 3. Compatible Infill. Assure that infill housing is compatible with established neighborhoods in terms of scale, density, design, and range of affordability, through design standards and design review. Encourage rigorous community outreach to residents of affected areas prior to making any zone changes that might result in significantly increased density, particularly in the portions of neighborhoods between I-5 and Interstate Avenue.
- 4. Seniors/Single Parents/Disabled. Facilitate the retention/creation of affordable housing opportunities for seniors, single-parent households, the low income and working poor, and those with disabilities. Where appropriate, incorporate accessibility design principles.

- 5. Housing Balance. Provide a mix of housing opportunities consistent with the range of choices that existed within the urban renewal area in the Year 2000. Encourage a mix of incomes among projects to reduce the concentration of any particular income level in any particular neighborhood.
- 6. **Preservation.** Preserve and rehabilitate the existing housing stock and maintain its affordability through the use of different financing tools and technical assistance
- 7. Housing For Workers. Provide ample housing opportunities for people who work in the area (current and future employees).
- 8. **Design Review.** Encourage developers to seek neighborhood/community feedback on the design of new residential projects; require this feedback in the case of urban renewal-funded projects
- **9. Support Services.** Support efforts to assure that necessary services are available to support current and new residents: schools, transit, grocery and other retail, social services, childcare (especially for high density housing), parks and open space, etc.
- **10. Income Diversity.** Assure that an adequate supply of housing is available to people of all income levels throughout the district.
- **11. Transit Supportive Housing.** Support mixed-use, mixed -income housing projects along major transit corridors including Interstate Avenue.
- 12. Housing Strategy. Prepare and implement a comprehensive Interstate Corridor Housing Strategy to guide future funding decisions within the URA in accordance with the principles enumerated herein. The Strategy will assess the housing needs and availability for populations at risk of displacement, as well as identify existing programs and develop new programs to address the issue of residential gentrification and involuntary displacement, affordability, increased ownership opportunities, etc. The development and ongoing monitoring of this Strategy will involve extensive involvement of residents of all types – renters, owners, long-term and more recent residents, upper income, middle income, lower income, etc.

ECONOMIC DEVELOPMENT/JOBS

1. Economic Principles Overview. The overall purpose of the economic development principles and of the related project and program activities identified in Section VII of this Plan is to strengthen existing businesses and to assist north/northeast residents in jobs. Implementation will occur as part of a comprehensive planning effort, coordinated among the many agencies and employers.

- 2. Wealth Creation. Foster entrepreneurship and wealth creation within the community.
- 3. **Displacement.** Retain and support existing businesses by seeking to insure that they benefit from the urban renewal program and related activities (including light rail). Strive to minimize the involuntary displacement of existing businesses in the Urban Renewal Area, regardless of size, through an assessment of the needs of businesses at risk of displacement. This assessment will identify existing programs and develop new programs and strategies (such as small business loans, storefront grants, business assistance, etc.) intended to retain and support these businesses.
- **4. Business Expansion.** Support expansion of existing businesses that offer family-wage employment opportunities within the community.
- 5. **Brownfields.** Encourage the productive redevelopment of brownfield sites. Identify and analyze the sites, through a thorough public process, with input from property owners, affected residents, and others. Strive to utilize area residents and contractors in all phases of the effort, including assessment, remediation, redevelopment, and end uses. Also, consider supporting the creation of a community development corporation (s) to perform some or all of these tasks.
- 6. Training Facilities. Support the creation of job training facilities, resource facilities, and other workforce development facilities that serve to expand employment opportunities within the community through community-based organizations and employment and training partnerships with area schools, employers, and local businesses. Urban renewal expenditures should serve to leverage other expenditures (training, equipment, etc.) which are not eligible for urban renewal funding. Support expansion of programs to create market-driven job training components, resource components, and other workforce development components that serve to expand employment opportunities. Develop a network of training partnership agencies which includes area schools and employers to ensure effective service delivery for residents.
- 7. **Family-Wage Jobs.** Prioritize maintaining and attracting family-wage jobs in the URA. Family wage refers to incomes that can sustain a family, including a full range of benefits (medical, etc.).
- 8. Existing Residents. Provide opportunities for current area residents to obtain new jobs and create wealth before, during, and after construction of the light rail line, in part by striving to utilize area residents and businesses on all project phases and new developments within the URA.
- **9. Positive Business Environment.** Recognizing that each area serves a different purpose and that all areas help enrich the fabric of the entire community, create an environment that supports existing businesses, increases profitability, creates jobs, and encourages the development of new complementary businesses and industries.

Ensure compatibility between commercial, industrial, and residential areas for their mutual benefit. Improve the community's economic capacity to support business.

- **10. Job Access.** Optimize access of area residents to employment opportunities both inside and outside of the URA.
- 11. Child Care. Support access to stable, quality child care through the development of child care networks. Focus on improvements in provider training, facilities improvements, transportation needs, and provider business development to free up other funds for subsidies to parents. Employers benefiting from urban renewal will be required to describe how they will assist workers with child care prior to receiving urban renewal support.
- 12. Economic Development Strategy. Prepare a comprehensive economic development strategy to guide funding decisions in accordance with the principles set forth herein. The Strategy will assess the needs and opportunities related to job growth and wealth creation, and will identify existing programs to address these needs and opportunities, and also develop new programs where warranted. The development and ongoing monitoring of this Strategy will involve residents, business owners, workforce development providers, education, and other concerned parties.

TRANSPORTATION

- 1. **Optimize Light Rail Investment.** Optimize the benefits of light rail by coordinating other program investments to realize potential commercial and residential investment resulting in economic vitality and revitalization of the area, and by enhancing access to transit for residents and workers.
- 2. Target Investments. Target transportation/infrastructure investments to fulfill jobs, housing, and revitalization objectives of the Interstate Corridor. Give priority to transportation improvements that will enhance access to key employment areas.
- **3.** Coordination With Other Goals. Coordinate and integrate transportation investments with other goals and objectives of the Urban Renewal Plan (e.g. parking to serve economic development objectives, housing, access to jobs, neighborhood services such as childcare, etc.).
- 4. Access. Assure that area residents and workers have access to a variety of transportation options to provide connections to jobs, services, community facilities, etc. This is especially critical with regard to east-west connections to light rail stations.
- 5. **Pedestrian Environment.** Create a pleasant and safe pedestrian environment, particularly in terms of enhancing, extending, and creating pedestrian access to transit.

- 6. **Traffic Impacts.** Mitigate negative impacts on area streets resulting from traffic displaced from Interstate Avenue due to light rail, as well as other traffic impacts in the general area. Invest in infrastructure and signaling technology to coordinate traffic flow with light rail, increase arterial effectiveness, and support economic development, job creation, and neighborhood livability.
- 7. **Transportation Modes.** Encourage alternatives to auto travel by improving facilities for pedestrians, bicyclists, buses, and light rail, while still accommodating auto travel in the area.
- 8. **Truck Access.** Maintain good truck access to businesses within the urban renewal area, but discourage truck movement which is only passing through the area. Also discourage truck movement on residential streets.
- **9. Transportation Strategy.** Prepare a transportation strategy to guide funding decisions in accordance with the goals and objectives of the Plan, and to coordinate these decisions with the housing, economic development, and revitalization strategies of the Plan.

REVITALIZATION

- 1. Focus Redevelopment. Focus major redevelopment around light rail station areas and other key nodes within the Urban Renewal Area, such as intersections of main arterials, to optimize the leverage of public investment and to recognize that redevelopment is critical to the success of light rail.
- 2. Main Streets. Foster the development of mixed-use, medium- and high-density projects at appropriate locations, e.g. at transit stations and along Main Street corridors as identified in the Metro 2040 Plan. These projects would typically consist of one or more floors of residences over ground floor commercial/retail.
- **3.** Location Of High Density. Locate high-density housing in appropriately zoned areas along major transit corridors, in a manner that is compatible with adjoining neighborhoods.
- 4. **Mixed Uses.** Provide for a mix of uses (housing and commercial) along main street corridors, especially Interstate, with related support services such as day care.
- 5. Mix Of Scales. Public-sponsored redevelopment projects should be divided into small and medium scale components, where feasible, to increase opportunities for local, smaller scale developers and contractors, especially Minority/Women/Emerging Small Business contractors.

6. **Revitalization Strategy.** Prepare and implement strategies for the revitalization of key areas within the urban renewal area, including light rail station areas, and primary corridors and nodes. These strategies will examine appropriate uses and urban design considerations for redevelopment parcels, and identify public infrastructure and financial assistance necessary to result in redevelopment. The strategies will incorporate the input of affected property owners and neighborhood associations.

URBAN FORM/ URBAN DESIGN/HISTORIC PRESERVATION

- **1. Target Street Improvements.** Target streetscape improvements to complement light rail use and to leverage appropriate private investment.
- 2. **Development Quality.** Promote high quality development that recognizes and builds on the existing architectural character and assets of the area and that uses high-quality, long-lasting materials that complement existing adjacent buildings.
- **3. Historic Preservation.** Make preservation and maintenance of identified historically and/or culturally significant buildings, landscapes, and objects a high priority of urban renewal activities. Place an emphasis on resources that are reflective of the area's social and cultural history.
- 4. **Design Review.** On urban renewal-funded projects, utilize a design review process, with community input, to assure that major new development is compatible with the existing character of the area.
- 5. Heritage. Recognize, honor, and preserve buildings, sites, and other features associated with the diverse cultural and social heritage of the area, particularly that of the African-American community.
- 6. Art & Parks. Encourage development near light rail to incorporate public art and pocket parks. Where possible and appropriate, join TRI-MET in investing in public art and greenspaces and encourage private investment as well. Public art should reflect the history of the area and should utilize local artists.

PARKS & OPEN SPACE

- **1. Existing Assets.** Protect, maintain, and improve existing parks, school grounds, facilities and open space assets within the corridor.
- 2. Linkages. Enhance, extend, and create pedestrian and bicycle linkages between area residents, jobs, and light rail, and parks and open spaces, including places such as the Columbia Slough, North Portland Harbor, and the Willamette River at Swan Island
- **3.** New Development. Incorporate suitable, high quality parks and open spaces within or near large-scale new development.

- 4. Community Needs. Meet the recreational and open space needs of the community.
- 5. **Preserve Natural Areas.** Preserve and enhance natural areas, such as the Columbia Slough and Bridgeton Slough.
- 6. **Pocket Parks.** Acquire vacant/abandoned sites for pocket parks, especially in areas that are under-served in terms of open space .

COMMUNITY FACILITIES/PUBLIC BUILDINGS/INFRASTRUCTURE

- **1. Existing Facilities.** Maintain, enhance and connect existing community services and facilities to meet the needs of current and future residents.
- 2. Location Coordination. Coordinate the location and operation of community facilities with transportation and housing investments.
- **3. Intergenerational.** Create new intergenerational community facilities, i.e. targeting youth, seniors, childcare, the disabled, etc.
- **4. Accessibility.** Provide facilities that are accessible and affordable to residents and employees and which enhance employment opportunities.

IV. RELATIONSHIP TO LOCAL PLANS AND OBJECTIVES

A. PORTLAND COMPREHENSIVE PLAN

Effective on January 1, 1981 and last revised on January 15, 1999, the City of Portland's Comprehensive Plan is a guide for all land use related development within the City. The programs and projects contemplated in this Interstate Corridor Urban Renewal Plan are structured, and will continue to be developed in a manner to implement the following Comprehensive Plan Goals and Policies.

Goal 2: Urban Development

Maintain Portland's role as the major regional employment, population and cultural center through public policies that encourage expanded opportunity for housing and jobs, while retaining the character of established residential neighborhoods and business centers.

Policies & Objectives

2.2 Urban Diversity

Promote a range of living environments and employment opportunities for Portland residents in order to attract and retain a stable and diversified population.

2.6 Open Space

Provide opportunities for recreation and visual relief by preserving Portland's parks, golf courses, trails, parkways and cemeteries. Establish a loop trail that encircles the city, and promote the recreational use of the city's rivers, creeks, lakes and sloughs.

2.9 Residential Neighborhoods

Allow for a range of housing types to accommodate increased population growth while improving and protecting the city's residential neighborhoods.

2.11 Commercial Centers

Expand the role of major established commercial centers which are well served by transit. Strengthen these centers with retail, office, service and labor-intensive industrial activities which are compatible with the surrounding area. Encourage the retention of existing medium and high density apartment zoning adjacent to these centers.

2.12 Transit Corridors

Provide a mixture of activities along major transit routes and Main Streets to support the use of transit. Encourage development of commercial uses and allow labor-intensive industrial activities which are compatible with the surrounding area. Increase residential densities on residentially-zoned lands within one-quarter mile of existing and planned transit routes to transit-supportive levels. Require development along transit routes to relate to the transit line and pedestrians and to provide on-site pedestrian connections.

2.14 Industrial Sanctuaries

Provide industrial sanctuaries. Encourage the growth of industrial activities in the city by preserving industrial land primarily for manufacturing purposes.

2.17 Transit Stations and Transit Centers

Encourage transit-oriented development patterns at light rail transit stations and at transit centers to provide for easy access to transit service. Establish minimum residential densities on residentially-zoned lands within one-half mile of light rail transit stations and one-quarter mile of transit centers that support the use of transit. The design and mix of land uses surrounding light rail transit stations and transit centers should emphasize a pedestrian- and bicycle-oriented environment and support transit use.

2.18 Transit-Supportive Density

Through the community planning process, establish average minimum residential densities of 15 units per acre within one-quarter mile of existing and planned transit streets, main streets, town centers, and transit centers. Establish average minimum residential densities of 25 units per acre within one-half mile of light rail stations and regional centers. Establish minimum floor area ratios for non-residential development at light rail centers of 0.5:1. Where these densities are not realistic or desirable due to existing, well-established development patterns or environmental constraints, use other

methods to increase densities such as encouraging infill through accessory units in single-family zones or increased density on long-vacant lots.

2.26 Albina Community Plan

Promote the economic vitality, historic character and livability of inner north and inner northeast Portland by including the Albina Community Plan as a part of this Comprehensive Plan.

Goal 3: Neighborhoods

Preserve and reinforce the stability and diversity of the city's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses and insure the city's residential quality and economic vitality.

Policies & Objectives

3.1 Physical Conditions

Provide and coordinate programs to prevent the deterioration of existing structures and public facilities.

3.2 Social Conditions

Provide and coordinate programs to promote neighborhood interest, concern and security and to minimize the social impact of land use decisions.

3.3 Neighborhood Diversity

Promote neighborhood diversity and security by encouraging a diversity in age, income, race and ethnic background within the city's neighborhoods.

3.4 Historic Preservation

Preserve and retain historic structures and areas throughout the city.

3.5 Neighborhood Involvement

Provide for the active involvement of neighborhood residents and businesses in decisions affecting their neighborhood through the promotion of neighborhood and business associations. Provide information to neighborhood and business associations which allows them to monitor the impact of the Comprehensive Plan and to report their findings annually to the Planning Commission.

3.8 Albina Community Plan Neighborhoods

Include as part of the Comprehensive Plan neighborhood plans developed as part of the Albina Community Plan. Neighborhood plans developed as part of the Albina Community Plan are those for Arbor Lodge, Boise, Concordia, Eliot, Humboldt, Irvington, Kenton, King, Piedmont, Sabin and Woodlawn.

Goal 4: Housing

Enhance Portland's vitality as a community at the center of the region's housing market by providing housing of different types, tenures, density, sizes, costs, and locations that accommodate the needs, preferences, and financial capabilities of current and future households.

Policies & Objectives

4.1 Housing Availability

Ensure that an adequate supply of housing is available to meet the needs, preferences, and financial capabilities of Portland's households now and in the future.

4.2 Maintain Housing Potential

Retain housing potential by requiring no net loss of land reserved for, or committed to, residential, or mixed use. When considering requests for amendments to the Comprehensive Plan map, require that any loss of potential housing units be replaced.

4.5 Housing Conservation

Restore, rehabilitate, and conserve existing sound housing as one method of maintaining housing as a physical asset that contributes to an area's desired character.

4.7 Balanced Communities

Strive for livable mixed-income neighborhoods throughout Portland that collectively reflect the diversity of housing types, tenures (rental and ownership) and income levels of the region.

4.10 Housing Diversity

Promote creation of a range of housing types, prices, and rents to (1) create culturally and economically diverse neighborhoods; and (2) allow those whose housing needs change to find housing that meets their needs within their existing community.

4.11 Housing Affordability

Promote the development and preservation of quality housing that is affordable across the full spectrum of household incomes.

4.12 Housing Continuum

Ensure that a range of housing from temporary shelters to transitional, and to permanent housing for renters and owners is available, with appropriate supportive services for those who need them.

4.14 Neighborhood Stability

Stabilize neighborhoods by promoting: (1) a variety of homeownership and rental housing options; (2) security of housing tenure; and (3) opportunities for community interaction.

Goal 5: Economic Development

Foster a strong and diverse economy which provides a full range of employment and economic choices for individuals and families in all parts of the city.

Policies & Objectives

5.1 Urban Development and Revitalization

Encourage investment in the development, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing opportunities.

5.2 Business Development

Sustain and support business development activities to retain, expand and recruit businesses.

5.3 Community-Based Economic Development

Support community-based economic development initiatives consistent with this Comprehensive Plan and compatible with neighborhood livability.

5.4 Transportation System

Promote a multi-modal regional transportation system that encourages economic development.

Objectives - Support transit-supportive development and redevelopment along designated transit streets and in the vicinity of light rail stations.

5.6 Area Character and Identity Within Designated Commercial Areas Promote and enhance the special character and identity of Portland's designated commercial areas.

5.7 Business Environment Within Designated Commercial Areas Promote a business environment within designated commercial areas that is conductive to the formation, retention and expansion of commercial businesses.

Goal 6: Transportation

Provide for and protect the public's interest and investment in the public right-of-way and transportation system by encouraging the development of a balanced, affordable and

efficient transportation system consistent with the Arterial Streets Classifications and Policies.

Policies & Objectives

6.6 Urban Form

Support a regional form composed of mixed-use centers served by a multi-modal transportation system. New development should be served by interconnected public streets which provide safe and convenient pedestrian, bicycle and vehicle access. Street and pedestrian connections should be provided to transit routes and within and between new and existing residential, commercial, and employment areas and other activity centers.

6.7 Public Transit

Develop transit as the preferred form of person trips to and from the Central City, all regional and town centers, and light rail stations. Enhance access to transit along main streets and transit corridors. Transit shall not be viewed simply as a method of reducing peak-hour, work-trip congestion on the automobile network, but shall serve all trip types. Reduce transit travel times on the primary transit network, in the Central City, and in regional and town centers to achieve reasonable travel times and levels of reliability, including taking measures to allow the priority movement of transit on certain transit streets. Support a public transit system that addresses the special needs of the transportation disadvantaged.

6.8 Regional Rail Corridors

Assign priority to the funding and development of the regional mass transit system to reduce both the need for new regional traffic facilities and reliance on the automobile. Decisions on light rail transitway alignments and their connections to other regional facilities will be based on individual corridor studies. Regional Transitway designations in the northern and southern corridors represent alternative alignments for future light rail transitways. The Transportation Element will be amended to show the chosen alignment as determined by the Draft Environmental Impact Statement process and as adopted by City Council. Funding decisions for light rail transit corridors should be based upon the population being served, the opportunities for redevelopment, and the traffic congestion problems in the corridors.

6.9 Transit-Oriented Development

Reinforce the link between transit and land use by increasing residential densities on residentially-zoned lands and encouraging transit-oriented development along Major City Transit Streets and Regional Transitways, as well as in activity centers, at existing and planned light rail transit stations, and at transit centers in conformance with the Comprehensive Plan and Zoning Code.

6.11 Pedestrian Transportation

Plan and complete a pedestrian network that increases the opportunities for walking to shopping and services, institutional and recreational destinations, employment, and transit.

Goal 8: Environment

Maintain and improve the quality of Portland's air, water and land resources and protect neighborhoods and business centers from detrimental noise pollution.

Goal 11: Public Facilities

Provide a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities.

Subgoal 11 A: General Policies & Objectives

11.1 Service Responsibility

Within its boundaries of incorporation, the City of Portland will provide, where feasible and as sufficient funds are available from public or private sources, the following facilities and services at levels appropriate for all land use types:

- (1) Streets and other public ways;
- (2) Sanitary and storm water sewers;
- (3) Police protection;
- (4) Fire protection;
- (5) Parks and recreation;
- (6) Water supply;
- (7) Planning, zoning, buildings and subdivision control.

Policies & Objectives:

11.9 Transit Corridors

High priority will be given to improvements which promote more effective public transportation for those streets functioning as transit corridors.

11.12 Transit Improvements

Construct or modify transit streets to promote more efficient and effective public transportation and improve access for pedestrians to transit. Construct transit streets so that transit vehicle movement is not significantly impaired or made unsafe by street width, turning radii or other physical constraints.

Subgoal 11 F: Parks And Recreation

Maximize the quality, safety and usability of parklands and facilities through the efficient maintenance and operation of park improvements, preservation of parks and open space, and equitable allocation of active and passive recreation opportunities for the citizens of Portland.

Goal 12: Urban Design

Enhance Portland as a livable city, attractive in its setting and dynamic in its urban character, by preserving its history and building a substantial legacy of quality private developments and public improvements for future generations.

Policies & Objectives

12.1 Portland's Character

Enhance and extend Portland's attractive identity. Build on design elements, features and themes identified with the city. Recognize and extend the use of city themes that establish a basis of a shared identity reinforcing the individual's sense of participation in a larger community.

12.2 Enhancing Variety

Promote the development of areas of special identity and urban character. Portland is a city built from the aggregation of formerly independent settlements. The city's residential, commercial and industrial areas should have attractive identities that enhance the urbanity of the city.

12.3 Historic Preservation

Enhance the city's identity through the protection of Portland's significant historic resources. Preserve and reuse historic artifacts as part of Portland's fabric. Encourage development to sensitively incorporate preservation of historic structures and artifacts.

12.4 Provide for Pedestrians

Portland is experienced most intimately by pedestrians. Recognize that auto, transit and bicycle users are pedestrians at either end of every trip and that Portland's citizens and visitors experience the city as pedestrians. Provide for a pleasant, rich and diverse experience for pedestrians. Ensure that those traveling on foot have comfortable, safe and attractive pathways that connect Portland's neighborhoods, parks, water features, transit facilities, commercial districts, employment centers and attractions.

12.6 Preserve Neighborhoods

Preserve and support the qualities of individual neighborhoods that help to make them attractive places. Encourage neighborhoods to express their design values in neighborhood and community planning projects. Seek ways to respect and strengthen

neighborhood values in new development projects that implement this Comprehensive Plan.

12.7 Design Quality

Enhance Portland's appearance and character through development of public and private projects that are models of innovation and leadership in the design of the built environment. Encourage the design of the built environment to meet standards of excellence while fostering the creativity of architects and designers. Establish design review in areas that are important to Portland's identity, setting, history and to the enhancement of its character.

B. ALBINA COMMUNITY PLAN

The Albina Community Plan, including its associated Neighborhood Plans, was adopted by City Council on September 30, 1993. It articulates, in more detail than the citywide Comprehensive Plan, a vision for the revitalization of much of north and northeast Portland, including most of the Interstate Corridor Urban Renewal Area (Portsmouth is the only neighborhood within the urban renewal area which falls outside the boundaries of the Albina Community Plan). The Interstate Corridor Urban Renewal Plan is structured to implement the following policy language from the Albina Community Plan.

Policy Area I: Land Use

Policy A: General Land Use

Encourage residential, recreational, economic and institutional developments that reinforce Plan Area neighborhoods; increase the attractiveness of Albina to residents, institutions, businesses and visitors; and create a land use pattern that will reduce dependence on the automobile.

Policy B: Livable Neighborhoods

Protect and improve the livability of the residential neighborhoods within the Albina Community. Direct new development activity to those areas that have experienced or are experiencing a loss of housing. Ensure the compatibility of new development with nearby housing. Foster the development of complete neighborhoods that have service and retail businesses located within or conveniently near to them. Promote increases in residential density without creating economic pressure for the clearance of sound housing.

Policy C: A Pattern of Green

Enhance the Albina area with attractive and well maintained parks and open spaces. Ensure that open space and recreation facilities in the Albina Community meet the needs of present and future residents. Develop green links between Albina's parks and recreational facilities, its residential areas, a citywide system of green spaces and nearby natural areas.

Policy D: Economic Development

Foster development of distinct, well-anchored commercial, institutional and industrial nodes and centers that serve the needs of the community, attract shoppers from throughout the region and take advantage of the close proximity of the district to the Central City, Oregon Convention Center and Columbia Corridor. Ensure that institutions have opportunities for growth that meet their needs. Support the expanding and new industrial firms that provide family wage jobs to Albina Community residents. Protect residential neighborhoods from negative impacts associated with commercial, institutional and/or industrial growth.

Policy E: Transit Supportive Land Use

Focus new development at locations along transportation corridors that offer opportunities for transit supportive developments and foster the creation of good environments for pedestrians in these areas.

Policy Area II: Transportation

Policy II: Transportation

Take full advantage of the Albina Community's location by improving its connections to the region. Emphasize light rail transit as the major transportation investment while improving access to freeways to serve industrial and employment centers. Protect neighborhood livability and the viability of commercial areas when making transportation improvements. Provide safe and attractive routes for bicyclists and pedestrians

Objectives

9. Support early development of a light rail line serving inner North and Northeast Portland. Ensure that light rail transit and supporting bus service provides access for local residents as well as regional service through the district.

10. Provide transportation access to jobs and training opportunities. Link commercial, employment and residential areas with an efficient multimodal transportation system.

12. Provide for higher density housing opportunities adjacent to the northern light rail alignment that is timed with the completion of the Environmental Impact Statement (EIS) process and the securing of funding. Limit rezonings that allow higher density housing to locations that are within 2,000 feet of the location of light rail transit stations as identified in the approved EIS.

Policy Area III: Business Growth and Development

Policy III: Business Growth and Development

Stimulate investment, capital formation, and job creation benefiting Albina enterprises and households. Expand and diversify the area's industrial, commercial, and institutional employment base. Aggressively market the Albina Community to investors, developers, business owners, workers, households, and tourists.

Policy A: Business Investment and Development

Build a sustainable and robust economic activity and employment base in the Albina Community. Use public policies and resources to capture and direct the benefits of growth in community institutions and Albina Impact Area industries to Albina Community enterprises and households. Improve the competitive position and performance of the community's retail and service sectors. Maintain the public infrastructure necessary to support the expansion of economic activities and employment.

Objectives

7. Nurture and promote local entrepreneurship, micro-business growth, and business expansion, particularly for emerging small businesses and enterprises owned by women and minorities.

8. Support community and private sector efforts to build working capital loan funds for Albina Community business start-up and expansion.

9. Support the growth of community-based revitalization organizations and corporations offering technical, development, and/or financial assistance to community entrepreneurs and businesses.

10. Create business incentive programs and resources which foster start-up firms and expansion in targeted industries.

Policy B: Commercial, Institutional and Employment Centers

Recruit, retain, and encourage expansion of economic activities and institutions which enhance neighborhood livability. Conserve community assets and resources. Use public programs and resources to encourage more efficient design and utilization in the Albina Community's commercial, institutional and industrial centers.

Policy C: Household Income and Employment

Use public resources to stimulate the creation of new sources of household income and family-wage employment for community residents. Focus economic development activities to produce the greatest positive impact on those portions of Albina suffering most severely from under-utilization of human resources.

Policy Area IV: Jobs and Employment

Policy IV: Jobs and Employment

Reduce the unemployment rate among Albina residents. Strengthen programs that provide education, job training, job retention skills and services that prepare area residents for long-term employment and that create opportunities for career advancement. Ensure that job training programs include comprehensive services that are ethnically and culturally sensitive.

Objectives

1. Increase the number of Albina residents who have family wage jobs.

2. Encourage local employers to hire area residents from the Albina Community.

3. Develop and strengthen a network of agencies to effectively coordinate the referral of adults and youth into the appropriate pre-employment training, educational programs and support services, thus eliminating duplication of services.

4. Encourage instructors of job skills training and education programs to become familiar with other languages in order to improve communication with Albina's diverse population.

5. Ensure that job training and education programs prepare area residents and students to effectively participate in the workforce.

6. Identify successful sensitivity and multi-cultural training programs and invite local businesses to replicate them.

7. Develop and continue training programs that are designed to accommodate youth, adult and "special needs" populations.

8. Develop a mix of programs and services to provide child care for working parents and those who are in job training or education programs.

9. Provide assistance and guidance to youth with education and career decisions.

10. Encourage collaboration between businesses, schools and job training centers so that they can solicit from each other the types of skills and training necessary for a successful job candidate.

12. Ensure that area residents have affordable and convenient access to major employment centers.

13. Target a minimum of 20% of all new jobs over the next 20 years to Albina residents.

14. Identify and support an existing, broadly representative community-based committee from the Albina Community Plan area to monitor, advocate, and serve as the accountability link with organized employment and education service delivery systems. The committee's goals are to ensure that the Plan's Jobs & Employment and Education policy objectives and actions are rigorously pursued and implementation programs coordinated, efficient, and effective.

Policy Area V: Housing

Policy V: Housing

Increase housing opportunities for current and future residents of the Albina Community by preserving and rehabilitating the existing housing stock, constructing appropriate infill housing in residential neighborhoods and building higher density housing near business centers and major transit routes. Stimulate new housing investment by emphasizing the Albina Community's central location, established public services, and quality housing stock.

Objectives

1. Improve the quality and quantity of housing for Albina residents. Provide a variety of housing types for households of all sizes and incomes.

2. Add 3,000 new housing units to the Albina Community Plan Study Area over the next 20 years.

Policy IX: Community Image and Character

Build a positive identity for the Albina Community throughout the metropolitan area. Reinforce Albina's identity as a part of Portland and celebrate its special diverse architectural and cultural character. Provide opportunities for people outside of the district to experience the positive characteristics of the Albina Community. Strengthen the Albina Community's sense of place through the promotion of its art, history and culture.

Policy A: Arts and Culture

Encourage private and public organizations to participate in activities and actions that create a sense of identity and community among those living and working in the Albina Community. Promote the importance of art as a means for community pride, involvement and revitalization.

Policy B: Urban Design

Improve the physical appearance of Albina. Enhance the desirable and distinctive characteristics of the Albina Community and its individual residential, commercial and employment districts. Strengthen visual and physical connections to the rest of the city. Mark transitions into neighborhoods and districts. Create a safe and pleasant environment for pedestrians. Strengthen the pattern of green that exists throughout the Albina Community.

Policy C: Historic Preservation

Protect the rich historic, cultural and architectural heritage of the Albina Community for its residents, workers and visitors.

V. URBAN RENEWAL AREA

A. Description

The Interstate Corridor Urban Renewal Area is located entirely within the City of Portland and Multnomah County in the State of Oregon. While the urban renewal area takes its name from Interstate Avenue (the historic highway linking Portland to the State of Washington), the area in fact includes an expansive area which is much greater than Interstate Avenue and the properties immediately abutting it. The approximately 3700 acre area occupies portions of 9 (10 with King) neighborhoods within inner North/Northeast Portland, running from near the Rose Quarter to North Portland Harbor. A brief description of the neighborhoods through which the urban renewal area runs follows:

Eliot: Eliot is the southernmost of the neighborhoods which encompass the urban renewal area. It includes much of the Lower Albina Industrial District (occupying the area between the I-5 freeway and the Willamette River), an older industrial sanctuary bisected by the main line of the Union Pacific Railroad. Russell Street between Interstate and I-5 has emerged as an exciting mixed-use area in recent years, with several commercial activities mixed in among older industrial uses. East of the freeway, the portions of the Eliot neighborhood within the urban renewal area consist primarily of the southern stretch of the Vancouver/Williams Corridor (a north-south corridor featuring a mix of commercial, residential, and light manufacturing uses, along with several vacant sites), and the Russell Street Corridor almost to Martin Luther King, Jr. Blvd. Small portions of the Eliot (Historic) Conservation District, and all of the Russell Street Conservation District, fall within the URA boundaries.

Boise: All of the Boise neighborhood falls within the boundaries of the urban renewal area. Special highlights of this older neighborhood include the Mississippi corridor, a main street lined with vintage, streetcar-era commercial buildings; the Vancouver/Williams corridor (which includes several vacant and under-utilized sites); some industrial properties at the southwest edge of the neighborhood (near the I-5/Fremont

Bridge interchange); and numerous residential streets lined with older homes. The Mississippi corridor is designated as a Conservation District. Boise also includes several underutilized sites immediately north of the Fremont Bridge/I-5 interchange, including some brownfield sites.

Humboldt: Almost all of Humboldt falls within the boundaries of the urban renewal area. The Humboldt neighborhood includes the northern stretches of the Mississippi and Vancouver/Williams mixed-use corridors already described, and a collection of tree-lined residential streets. It features some of the major institutional uses which serve the greater area, including the Cascade Campus of Portland Community College and Jefferson High School. It also includes a long stretch of Killingsworth Street, which is a major east-west arterial that already functions as a main street corridor, but which has the potential to serve as an important linkage between neighborhoods east of the freeway and the proposed light rail line along Interstate Avenue. There are several brownfields sites along N. Albina Avenue.

Piedmont: Piedmont, like many areas within the Urban Renewal Area, features a number of historic single-family residential areas. It also includes several major streets which are lined with properties designated for multi-family residential use, with commercial nodes at the intersections of those streets. Special features of Piedmont include historic Peninsula Park (containing Portland's original rose garden), the Rosemont property (targeted for restoration and significant residential development), and Farragut Park. A small portion of the Columbia Corridor industrial sanctuary lies along the northern edge of Piedmont, with several industrially-zoned brownfield sites. Portions of the Piedmont Conservation District fall within the boundaries of the urban renewal area.

King: A small portion of the King neighborhood falls within the Urban Renewal Area, a stretch of single-family residential streets lying between the Boise and Humboldt neighborhoods on the west, and the existing Oregon Convention Center urban renewal area boundary on the east (near Martin Luther King, Jr. Blvd). Also included is a three block stretch of Killingsworth within the neighborhood.

Overlook: Several portions of the Overlook neighborhood fall within the urban renewal area boundary. These include properties directly abutting Interstate Avenue for its entire length within the neighborhood boundary (Fremont Bridge to Ainsworth Street); the area between Interstate and the I-5 freeway (typically developed with older homes, although the area is designated for much higher density mixed use development); the Killingsworth/Greeley corridor (which is zoned for mixed uses, but which currently features a mix of single family homes, commercial, and multi-family uses), and the southeast portion of Swan Island (including several major industrial and corporate sites, and the currently vacant Bess Kaiser facility on Greeley Street). Properties along Interstate are developed with a variety of commercial uses (motels, restaurants, etc.) reflecting its past role as the primary interstate link between Portland and the State of Washington. Also included within the Overlook neighborhood is Going Street, which

links Swan Island to Interstate Avenue. The Interstate Fire House Cultural Center and adjoining Patton Park is one of the special features of the neighborhood, as are the Polish Library, St. Stanislaus Church, and the Kaiser campus. There are several brownfield sites along Interstate Avenue within Overlook.

Arbor Lodge: A relatively small portion of Arbor Lodge falls within the urban renewal area, including Interstate Avenue, the area between Interstate Avenue and the freeway, properties along Portland Boulevard as far west as Greeley, and Lombard Street. As with Overlook, properties along Interstate feature a variety of commercial uses interspersed with single family homes and small plexes, and the area between Interstate and the freeway is devoted primarily to single family homes. Ockley Green Middle School is located within Arbor Lodge, near the corner of Interstate and Ainsworth.

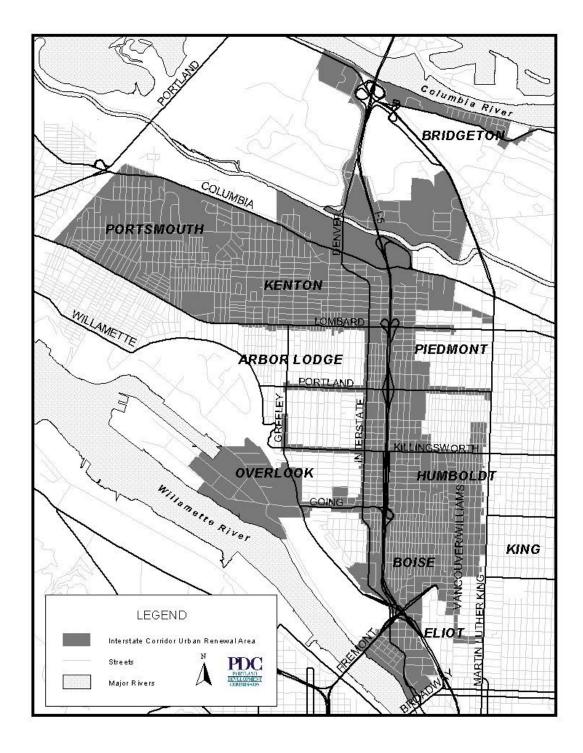
Kenton: Much of Kenton falls within the urban renewal boundaries. Kenton was originally built in the early years of the 20th century as a "company town" for Swift Meat Company, and Kenton stills bears much evidence of its historic roots. Denver Avenue between Watts and Argyle is a vintage streetcar era commercial district, with a rich collection of older buildings. Kenton also includes extensive single family areas east and west of Denver, and between Interstate and the freeway. Much of Kenton falls within the Kenton Conservation District. Kenton also includes the northern side of Lombard Street (a major east west commercial thoroughfare); Kenton Park; the Kenton Fire House Community Center; a stretch of the Columbia Corridor industrial area (which also includes the Portland Meadows race track); and the southern side of Columbia Slough.

Portsmouth: Lying west of Kenton, Portsmouth is predominantly residential in character, with the notable exception of Lombard Street, the northern side of which falls within Portsmouth. (The southern side of Lombard is in the University Park neighborhood, outside of the urban renewal area). Three special features of Portsmouth include Columbia Park, the University Park Community Center, and Columbia Villa, a low income rental housing complex covering dozens of acres in the northern portion of the neighborhood.

Bridgeton: The northern-most of the neighborhoods within the urban renewal area, Bridgeton includes a number of properties along the southern edge of the south channel of the Columbia River (across from Tomahawk Island). This stretch of the area also includes the Expo Center.

Conclusion: As the brief descriptions above indicate, the Interstate Corridor Urban Renewal Area is a diverse and fascinating collection of neighborhoods. However, it also needs to be stressed that these areas suffer from a variety of characteristics which, taken together, form a compelling argument for the formation of the urban renewal area. Please refer to the Report which accompanies this urban renewal plan for a detailed description of these characteristics.

B. Interstate Corridor Urban Renewal Area Map



Legal Description

The legal description of the Area is included as Exhibit "A".

VI. PROPOSED LAND USES

The City of Portland's Comprehensive Plan and implementing ordinances govern land use within the area. Any adopted change in the Comprehensive Plan or implementing ordinance shall automatically amend this Section, as applicable, without the necessity of any further formal action. This Section and Exhibit "B" (Comprehensive Plan Map) shall thereafter incorporate the relevant amendments, additions or deletions. To the extent this Section VI and Exhibit B conflict with the Comprehensive Plan or Zoning Code, the Comprehensive Plan and Zoning Code shall govern. The Report accompanying this urban renewal plan contains a brief description of the zoning designations which correspond to the Comprehensive Plan designations. Title 33, Portland City Code is incorporated herein to establish the maximum densities and building requirements to be implemented with this Plan.

Comprehensive Plan <u>Map Designations</u>	Corresponding Zoning <u>Map Designations</u>	
Industrial Sanctuary	IG1, IG2, IH	
Central Employment	EX	
Mixed Employment	EG1 and EG2	
General Commercial	CG	
Urban Commercial	CS and CM	
Office Commercial	CO1 and CO2	
Neighborhood Commercial	CN1 and CN2	
Institutional Campus	IR	
Central Residential	RX	
High Density Multi-Dwelling Residential	RH	
Medium Density Multi-Dwelling Residential	R1	
Low Density Multi-Dwelling Residential	R2	
Attached Residential	R2.5	
High Density Single-Dwelling Residential	R5	
Low Density Single-Dwelling Residential	R10	
Open Space	OS	

VII. URBAN RENEWAL PROJECTS & PROGRAMS

In order to achieve the objectives of this Plan, the following activities will be undertaken by the Commission, in accordance with applicable Federal, State, County and City laws, policies and procedures, and in accordance with the goals and objectives of this Plan. General authority for categories of projects and programs is included herein, as well as specific information on projects which are anticipated at the time of Plan adoption. These projects and programs may be modified, expanded, or eliminated as needed to meet the objectives of the Plan, subject to Section X, Amendments to the Plan. The authority and powers granted in this Section may be exercised in conjunction with any authority or powers granted to the Commission by statute, ordinance, or the City Charter. The Advisory Committee will play a significant role in offering guidance to the Commission in the execution of these projects and programs.

A. Redevelopment Through New Construction

1. <u>Intent</u>. It is the intent of this Plan to stimulate new investment by public, private, non-profit, or community based organizations on vacant or underutilized property to achieve the goals and objectives of this Plan, and in particular to assure that new investments serve to benefit the existing residents and businesses in the area.

2. <u>Method</u>. Redevelopment through new construction may be achieved in two ways:

(a) By public or private property owners, with or without financial assistance by the Commission;

(b) By acquisition of property by the Commission for redevelopment or resale to others for redevelopment.

3. <u>Redevelopment Financing</u>. The Commission, with funds available to it, is authorized to set guidelines, establish loan programs and provide below-market interest rate and market rate loans and provide such other forms of financial assistance to property owners and those desiring to acquire property, as it may deem appropriate in order to achieve the objectives of this Plan. The obligations of the redeveloper, if any, shall be in accordance with Section VII.D.2 of this Plan.

B. Rehabilitation And Conservation

1. <u>Intent</u>. It is the intent of this Plan to conserve and rehabilitate existing buildings and other structures or features where they are consistent with the goals and objectives of the Plan. It is particularly important that conservation and rehabilitation efforts serve the community's objectives, with a strong emphasis placed on how existing residents and businesses will benefit.

2. <u>Method</u>. Rehabilitation and conservation may be achieved in two ways:

(a) By owner and/or tenant activity, with or without financial assistance by the Commission;

(b) By acquisition of property by the Commission for rehabilitation by the Commission or resale for rehabilitation by others.

3. <u>Rehabilitation and Conservation Financing</u>. The Commission, with funds available to it, is authorized to create guidelines, establish loan programs and provide below market interest rate and market rate loans to the owners of buildings or features, or those intending to acquire buildings or features, which are in need of rehabilitation and for which rehabilitation and reuse is economically feasible. The Commission is also authorized to provide other forms of financial participation, including grants, for these purposes. The obligations of the redeveloper, if any, shall be in accordance with Section VII.D.2 of this Plan.

C. Acquisition And Redevelopment

Land acquisition by the Commission is authorized to achieve the objectives of the Plan and implement the activities described in this section. All property acquisition funded with urban renewal shall be undertaken in a manner that is consistent with the goals and objectives of the Plan. Acquisition of properties not identified in the Plan shall be accomplished by minor amendment to the Plan, identifying the property and setting forth a schedule for its acquisition and disposition.

1. <u>Property Acquisition from Willing Seller</u>. For projects included in the Plan, the Commission is authorized to acquire property from owners that wish to convey title by voluntary sale, donation, or other means. Prior to acquiring such property, the Commission shall adopt a Resolution identifying the property and finding that the acquisition thereof is consistent with the objectives of the Plan.

2. <u>Property Acquisition by Eminent Domain for Public Improvements</u>. The Commission will not acquire property by eminent domain for public improvement projects funded by this Plan.

- 3. <u>Property Acquisition by Eminent Domain for Disposition and Redevelopment</u>. The Commission will not acquire property by eminent domain for disposition and redevelopment projects funded by this Plan.
- 4. <u>Acquisition Partnerships</u>. Commission acquisition may take the form of partnerships with local entities, including community-based organizations and non-profits.

D. Land Disposition

1. <u>Property Disposition</u>. The Commission is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property which has been acquired, in accordance with the goals and objectives of this Urban Renewal Plan.

All real property acquired by the Commission in the Area shall be disposed of for development for the uses permitted in the Plan at its fair re-use value for the specific uses to be permitted on the real property. Real property acquired by the Commission may be disposed of to any other person or entity by the Commission, in accordance with the Plan, by negotiated sale for its fair reuse value. All persons and entities obtaining property from the Commission shall use the property for the purposes designated in this Plan, and shall commence and complete development of the property within a period of time which the Commission fixes as reasonable, and to comply with other conditions which the Commission deems necessary to carry out the purposes of this Plan. The Commission shall endeavor to solicit local businesses and developers in the disposition of property, in part by providing staff assistance regarding the process of land disposition.

To provide adequate safeguards to insure that the provisions of this Plan will be carried out to prevent the recurrence of blight, all real property disposed of by the Commission, as well as all real property owned or leased by participants which is assisted financially by the Commission, shall be made subject to such restrictive covenants, easements, or other conditions as may be necessary to implement the goals of the Plan. Leases, deeds, contracts, agreements, and declarations of restrictions by the Commission may contain restrictions, covenants, covenants running with the land, rights of reverter, conditions subsequent, equitable servitudes, or any other provisions necessary to carry out this Plan.

2. <u>Redeveloper's Obligations</u>. Any Redeveloper who acquires Commission property, and his successors and assigns, in addition to the other controls and obligations stipulated and required of him by the provisions of this Urban Renewal Plan, shall also be obligated by such additional requirements as may be determined by the Commission, including but not limited to:

(a) The Redeveloper shall obtain necessary approvals of proposed developments from all Federal, State and/or Local agencies that may have jurisdiction on properties and facilities to be developed within the Area.

(b) The Redeveloper and its successors or assigns shall develop such property, in accordance with the land use provisions and building requirements specified in this Plan.

(c) The Redeveloper shall submit all plans and specifications for construction of improvements on the land to the Commission for prior review and distribution to appropriate reviewing bodies as stipulated in this Plan and existing City codes and ordinances. Such plans and specifications shall comply with this Plan and the requirements of existing City codes and ordinances. (d) The Redeveloper shall accept all conditions and agreements as may be required by the Commission for land sale or for receiving financial assistance from the Commission.

(e) The Redeveloper shall commence and complete the development of such property for the uses provided in this Plan within a reasonable period of time as determined by the Commission.

(f) The Redeveloper shall not effect or execute any agreement, lease, conveyance, or other instrument whereby the real property or part thereof is restricted upon the basis of age, race, color, religion, gender, sexual orientation, or national origin in the sale, lease or occupancy thereof.

(g) The Redeveloper shall maintain developed and/or undeveloped property under his ownership within the area in a clean, neat, and safe condition, in accordance with the approved plans for development.

E. Public Improvements

1. <u>Intent</u>. To achieve the community's objectives and to target public investments in a manner which benefits the community, the Commission may improve or construct public facilities and utilities within public rights-of-way, easements, or on public property. These may include public utilities, community facilities, communication delivery systems, street lighting installation, landscaping, street improvements, light rail and other transit system components, pedestrian trails and other facilities, recreational facilities, parking facilities, parks, open space development, safety-related public facilities, and public restrooms. The private utilities concerned will make such modifications and adjustments as may be legally required of them by the City to adequately serve development and meet the objectives of this Plan. Public improvements which may be undertaken, under this Plan, are listed in Subsection VII.E.2, below. Commencement of public improvements shall be authorized by minor amendment to this Plan, which shall establish the level of benefit to the Plan area as required in ORS 457.085(j).

2. <u>Anticipated Improvements</u>. Public improvements may include the design, construction, reconstruction, repair or replacement of sidewalks, streets, pedestrian amenities, transit systems, and public infrastructure deemed appropriate to achieve the goals and objectives of the Plan, including, but not limited to:

(a) Parks and open space acquisition, development, and rehabilitation, including brownfield sites, for uses such as pedestrian plazas, pocket parks, and community gardens;

(b) Pedestrian improvements, including sidewalks, pedestrian-ways, trails, and curb extensions;

(c) Storm water, sanitary sewer, water, power, communication, and other public or private utility infrastructure, including undergrounding of utilities;

(d) New or upgraded streets and bikeways;

(e) Trees, shrubs, plants, ground covers, and other plant materials including irrigation systems, soil preparation and/or containers to support same;

(f) Tables, benches and other street furniture including signage, kiosks, drinking fountains, decorative fountains, street and trail lights, and traffic control devices;

(g) Special graphics for directional and informational purposes;

(h) Sidewalk awnings, canopies and other weather-sheltering devices for the protection of pedestrians and to augment transit passenger facilities;

(i) On- and off-street parking facilities and structures;

(j) Light rail, streetcar, tram, and other transit-related facilities;

(k) Right-of-way improvements to enhance safe and convenient auto, pedestrian, transit, and bicycle access to employment centers, including Lower Albina, Swan Island/Going Street, and the Columbia Corridor;

(1) Community facilities, such as a branch library, arts center, multi-cultural center, intergenerational activity center, and child care;

(m) Area gateway projects, to include special signage, landscaping, art, and other improvements to reinforce the identify of the area and of the distinct neighborhoods within the urban renewal area;

(n) Riverfront improvement and amenities, including the Willamette Greenway and Columbia Slough Trails, North Portland Harbor and 40-mile loop trails, bank restoration and stabilization, urban habitat enhancement, parks and open space including for recreational, educational, and cultural activities, and features such as walkways, marinas, and docks; and

- (o) Facilities supportive of the unique identity of the Area, such as plazas, gateways, and public art.
- (p) Revitalization and adaptive reuse of school properties, in partnership with the School District and community partners, for the capital expenditure

component of functions which serve the goals and objectives of this Plan, including community facilities, job training, etc.

(q) Facilities to enhance the safety of children.

F. Owner Participation

Property owners within the Urban Renewal Area proposing to improve their properties and who receive financial assistance from the Commission shall do so in accordance with all applicable provisions of this Plan as well as with all applicable codes, ordinances, policies, plans and procedures of the City. The Commission may provide financial assistance when appropriate to assist property owners to accomplish goals of the Plan. Such assistance may include:

1. <u>Housing</u>. The Commission will support a variety of projects and programs, which will provide new and rehabilitated housing for residents and workers in the Area. The type and funding level for these projects and programs will be based on a Housing Strategy for the urban renewal area, to be prepared in fiscal year 2000-2001. The creation of new housing opportunities and the incorporation of programs to maintain existing housing, especially rental and ownership housing which is affordable to low and moderate income households is a critical factor in addressing the challenges of gentrification and displacement. While the specifics of a housing program for the urban renewal area await the preparation of the Housing Strategy, this Plan authorizes projects and programs which fulfill the housing-related goals and objectives of the Plan, including but not limited to:

(a) Homebuyer Program: Provide financial assistance to those seeking to purchase a home in the area, either directly or through subsidized construction or permanent loans to project developers;

(b) Home Rehabilitation Program: Provide financial assistance to homeowners in the area for the purpose of making repairs and improvements to homes and property.

(c) Housing Development Program: Provide technical and/or financial assistance to developers of housing in the area that furthers the goals and objectives of this Plan.

(d) Rental Property Repair: Provide financial assistance to owners of rental property (including mixed-use projects) in the area for the purpose of making repairs and improvements to the residential unit and property.

(e) Housing Development: Land acquisition and transfer for rehabilitation and redevelopment which is consistent with the goals and objectives of the plan.

2. <u>Job Creation/Business Development</u>. The Commission may provide assistance and incentives, including loans, grants or other funding programs, for private, nonprofit and for profit parties to undertake projects that are supportive of the wealth creation, economic development, jobs creation and employment goals of the Plan. The type and funding level for these projects and programs will be based on an Economic Development Strategy for the urban renewal area, to be prepared in fiscal year 2000-2001. While the specifics of an economic development program for the urban renewal area await the preparation of the Strategy, this Plan authorizes projects and programs which fulfill the economic development/jobs-related goals and objectives of the Plan, including but not limited to:

(a) Land acquisition and transfer for rehabilitation or redevelopment;

(b) Financial mechanisms to promote, facilitate, and develop employment opportunities in the urban renewal area.

(c) Development Opportunity Strategies Program: Provide business and/or financial assistance to property and business owners and developers in determining the feasibility of redevelopment projects which further the revitalization of commercial/industrial areas with the urban renewal area.

(d) Storefront Improvement / Commercial Expansion Program: Provide financial assistance to property owners or tenants to improve the appearance of commercial storefront properties (including mixed-use projects) and/or rehabilitate long-term vacant commercial space.

(e) Business Retention & Expansion Development Program: Provide business and/or financial assistance to firms seeking to improve operations, increase profitability and/or create new jobs in support of the revitalization and employment goals of this Plan, with special emphasis on small businesses and firms which provide family wage jobs.

(f) Redevelopment Assistance Program: Provide technical and/or financial assistance to developers of commercial/industrial property in the area that furthers the goals and objectives of this Plan.

(g) Business Recruitment / Area Marketing Program: In conjunction with other redevelopment and business development projects of this Plan, the Commission will promote opportunities within the area to prospective employers and businesses customers.

(h) Workforce training facility: Provide funding for training facilities which support efforts to increase family wage job opportunities for area residents,

including youth. This facility should be part of a network connecting employers, service providers, and those seeking employment.

(i) Brownfields: Assist the redevelopment of brownfield sites for purposes consistent with the Plan. This assistance may take the form of loans, grants, and other funding programs for the assessment, acquisition, redevelopment, remediation, and disposition of properties.

3. Infrastructure

The Commission may provide incentives for private parties to undertake and complete development of any of the infrastructure the Commission is authorized to complete in Paragraph 5 above of this Section.

G. Relocation

To reduce the negative impacts of redevelopment activities, the Commission will provide assistance to persons or businesses displaced in finding replacement facilities. All persons or businesses to be displaced will be contacted to determine such relocation needs. They will be provided information on available space and will be given assistance in moving. All relocation activities will be undertaken, and payments made, in accordance with the requirements of ORS 281.045-281.105 and any other applicable laws or regulations. Relocation payments will be made as provided in ORS 281.060. Payments for relocation shall be made pursuant to PDC's adopted Relocation Regulations. Payments made to persons displaced from dwellings will assure that they will have available to them decent, safe and sanitary dwellings at costs or rents within their financial reach. Payment for moving expense will be made to businesses displaced.

The Commission has prepared and maintains information in its office relating to the relocation program and procedures, including eligibility for and amounts of relocation payments, services available and other relevant matters.

H. Planning And Administration

The Commission will undertake program development, and project planning activities necessary to achieve the goals and objectives of the Plan. The Commission will also undertake administration of all aspects of the Plan, in a manner consistent with the goals and objectives.

VIII. METHODS FOR FINANCING THE PROJECT

A. General Description Of The Proposed Financing Methods

The Commission may borrow money and accept advances, loans, grants and any other form of financial assistance from the Federal Government, the State, City, County, or other public body, or from any sources, public or private, for the purposes of undertaking and carrying out this Plan, or may otherwise obtain financing as authorized by ORS Chapter 457 and Chapter XV of the Charter of the City of Portland. Upon request of the Commission, the Council of the City of Portland may from time to time issue revenue bonds, certificates, debentures or promissory notes to assist in financing project activities as provided by Section 15-106 of the Charter of the City of Portland.

The funds obtained by the Commission shall be used to pay or repay any costs, expenses, advancements and indebtedness incurred in planning or undertaking project activities or in otherwise exercising any of the powers granted by ORS Chapter 457 and Chapter XV of the Charter of the City of Portland in connection with the implementation of this Plan.

The total maximum indebtedness which may be incurred to complete the Plan is \$335,000,000.

B. Self-Liquidation of Costs Of Project

The Project may be financed, in whole or in part, by self-liquidation of the costs of project activities as provided in ORS 457.420 through ORS 457.450. The ad valorem taxes, if any, levied by a taxing body upon the taxable real and personal property shall be divided as provided in ORS 457.440. That portion of the taxes representing the levy against the increase, if any, in assessed value of property located in the Area, or part thereof, over the true cash value specified in the certificate of amendment to the certificate filed under ORS 457.430, shall, after collection by the tax collector, be paid into a special fund of the Commission and shall be used to pay the principal and interest on any indebtedness incurred by the Commission to finance or refinance the implementation of this Plan.

C. Prior Indebtedness

Any indebtedness permitted by law and incurred by the Commission or the City in connection with preplanning for this Urban Renewal Plan shall be repaid from tax increments from the Area when and if such funds are available.

IX. OTHER PROVISIONS

A. Non-Discrimination

In the preparation, adoption and implementation of this Plan, no public official or private party shall take any action or cause any person, group or organization to be discriminated against on the basis of age, race, color, religion, gender, sexual orientation, marital status, citizenship status, or national origin.

B. Conformance With City Comprehensive Plan

This Urban Renewal Plan is in conformity with the Comprehensive Plan of the City as a whole relative to the improvement of residential neighborhoods, commercial districts, and employment centers of north and northeast Portland.

C. Agreements Between Commission and Property Owners

The Commission will implement the Plan through vehicles such as partnerships between the Commission and other public agencies and private sector property owners, for-profit developers and non-profit development organizations. It is the intention of the Commission to utilize agreements such as memorandums of understanding, development agreements or other mechanisms with Area property owners and developers to guide and specify public investments and private development. These agreements will be utilized throughout the life of the Plan to ensure activities are in conformance with the Plan.

X. PROCEDURES FOR CHANGES OR AMENDMENTS IN THE APPROVED INTERSTATE CORRIDOR URBAN RENEWAL PLAN

The Plan will be reviewed and analyzed periodically and will continue to evolve during the course of project execution and ongoing planning. It is anticipated that this Plan will be changed or modified from time to time or amended as development potential and conditions warrant, as planning studies are completed, as financing becomes available, or as local needs dictate. Where the proposed modification will substantially change the Plan, the modification must be duly approved and adopted by the City Council in accordance with the requirements of State and local law. The provisions of ORS 457.095 and ORS 457.220 shall apply.

A. Minor Changes

Minor changes, such as additional project activities, clarification of language, procedures or minor modifications in or to the Area's infrastructure, identification of property to be acquired, quantification of benefits from the construction of public improvements, and the like may be approved by the Commission.

Changes which substantially diverge from the basic principles of this Plan, or which entail changes to the goals of the Plan shall require approval as provided for in ORS 457.095, but not requiring notice as provided in ORS 457.120. If the Plan is amended to include a provision allowing for the Commission's use of eminent domain, notice shall be provided to all property owners, residents, and businesses within the urban renewal area prior to any formal action.

B. Substantial Changes

Adding land to the urban renewal area, except for an addition of land that totals not more than one percent of the existing area of the urban renewal area, or increases in the maximum indebtedness authorized under the Plan (excluding bonded indebtedness issued to refinance or refund existing bonded indebtedness) shall be substantial changes requiring approval as provided in ORS 457.095 and notice as provided in ORS 457.120.

XI. DURATION AND VALIDITY OF APPROVED URBAN RENEWAL PLAN

A. Duration of Urban Renewal Plan

No indebtedness, as defined by applicable state law, for which taxes divided under ORS 457.440 are to be pledged, shall be issued under the Plan (and under any and all projects undertaken with respect to the Plan) after FY 2020-2021 or when maximum indebtedness is reached.

B. Validity

Should a court of competent jurisdiction find any work, clause, sentence, section or part of this Plan to be invalid, the remaining words, clauses, sentences, sections or parts shall be unaffected by such findings and shall remain in full force and effect for the duration of the Plan. — EXHIBIT A —

Interstate Corridor Urban Renewal Area Legal Description of Area Boundary

The approximate boundaries of the Area are graphically shown on the Urban Renewal Area Map (Page 28).

Metes and bounds legal description of the URA is being drafted.

— EXHIBIT B —

Interstate Corridor Urban Renewal Area Comprehensive Plan Maps

The following Comprehensive Plan Maps illustrate the land use zoning designations of all property within the Interstate Corridor Urban Renewal Area at the time of initial adoption of the Plan:

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Map #1929	
Map #1930	-
Map #1931	
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EXHIBIT C

Description of Outreach Efforts for the Interstate Corridor Urban Renewal Area

The Interstate Urban Renewal planning process included extensive outreach to the North/Northeast Portland community. It was guided by a Public Involvement Strategy developed in November 1999 with input from the Interstate Corridor Advisory Committee. The following list highlights some of the methods and approaches used to implement the Public Involvement Strategy and overall outreach effort.

- The Interstate Corridor Advisory Committee, with representatives appointed by stakeholder organizations (neighborhood associations, business associations, community-based organizations, etc.), met monthly (sometimes more often) from November, 1999 to May, 2000, with the primary purpose of preparing a recommended urban renewal plan, URA boundaries, and spending priorities for the URA.
- Public comment was taken at the beginning and end of each Advisory Committee meeting. This information was used to write guiding principles, procedures and project ideas that will be part of the urban renewal plan.
- Small breakout groups at Advisory Committee meetings encouraged discussion and idea generation to help develop guiding principles for urban renewal in the Interstate Corridor.
- Advisory Committee members passed along information and decisions made at their monthly meetings to their respective constituents.
- Commission staff made presentations to more than 40 neighborhood associations, business
 associations, community groups and other stakeholder groups to explain and update
 stakeholders on the urban renewal process.
- A Community Survey/Door-to-Door Canvass was completed in January 2000 which asked area residents to rank spending priorities for urban renewal dollars. Over 1,300 surveys were collected. This information was used to set financial priorities for urban renewal spending. The survey was made accessible to non-English speakers through bilingual volunteers, and a translation sheet was included that allowed for follow-up in the residents' native language.
- The Interstate Corridor Urban Renewal Bulletin was sent out monthly to a mailing list of over 600 area residents and businesses to provide updates on the urban renewal planning process.
- Advertising and notification of key events (such as the community forums) was done in the neighborhood press – The Skanner, The Observer, the Asian Reporter, El Hispanic News, Noticias Latinas, Neighbors Between the Rivers, and neighborhood newsletters.
- Two sets of community forums were held to inform people about urban renewal and to solicit public comment on boundaries, guiding principles, and possible projects to be undertaken within the URA. The forums were conducted in January and April of 2000.

- Maps were made available at all public meetings in a variety of formats for the community to have a visual understanding of the urban renewal area.
- One Community Advisory Committee meeting was video taped to provide for future viewing by a larger audience and to be made into an educational video on urban renewal.
- Public comment forms were available at forums and meetings to encourage input from those who were reluctant to share their concerns verbally.
- Copies of minutes of Community Advisory Committee meetings, forums and workshops have been made available to the public.