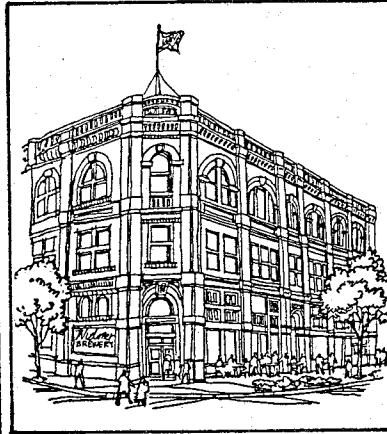
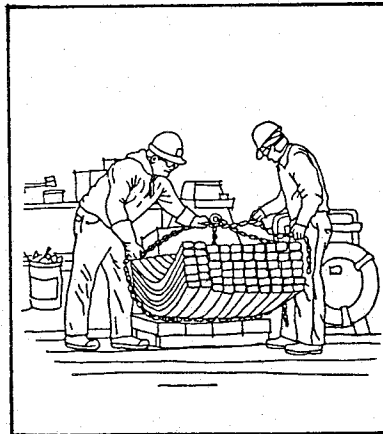
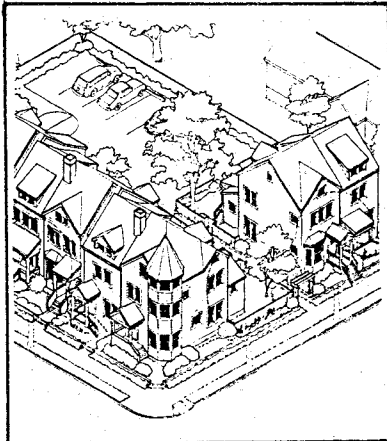
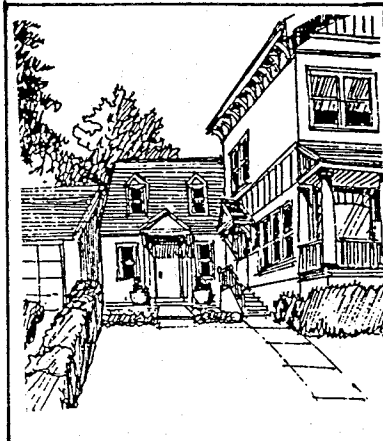


**P O R T L A N D ' S**

Adopted  
**ELIOT**  
NEIGHBORHOOD PLAN



**October, 1993**

Bureau of Planning  
Portland, Oregon

**A L B I N A**  
**C O M M U N I T Y**

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- Interpreter (two working days notice required);
- Accessible meeting places;
- Audio Loop equipped hearing rooms in City Hall and the Portland Building; and
- Planning documents printed in large type sizes for the visually-impaired (two working days notice required).



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# **ADOPTED ELIOT NEIGHBORHOOD PLAN**

**Adopted by the Portland City Council  
Ordinance No. 166786  
Resolution No. 35169  
Readopted by Ordinance No. 167054**



**October 1993**

**City of Portland  
Bureau of Planning  
Portland, Oregon**

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# **Acknowledgments**

**Developed as part of the Albina Community Plan by:**

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Charlie Hales, Commissioner of Public Safety  
Gretchen Kafoury, Commissioner of Public Affairs  
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The Eliot Neighborhood Plan was developed from the Eliot/Emanuel Vision Statement. The Vision Statement process began in 1988. The Vision Statement was a joint project of the Eliot Neighborhood Association (ENDA) and Emanuel Hospital. There were four drafts of the neighborhood plan for Eliot. The previous drafts were reviewed in detail by the Eliot Neighborhood Association and the Portland City Planning Commission. This Adopted Eliot Neighborhood Plan reflects the positions and concerns of the Eliot Neighborhood Association and the Eliot Neighborhood Planning Committee.

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**Staff Support**

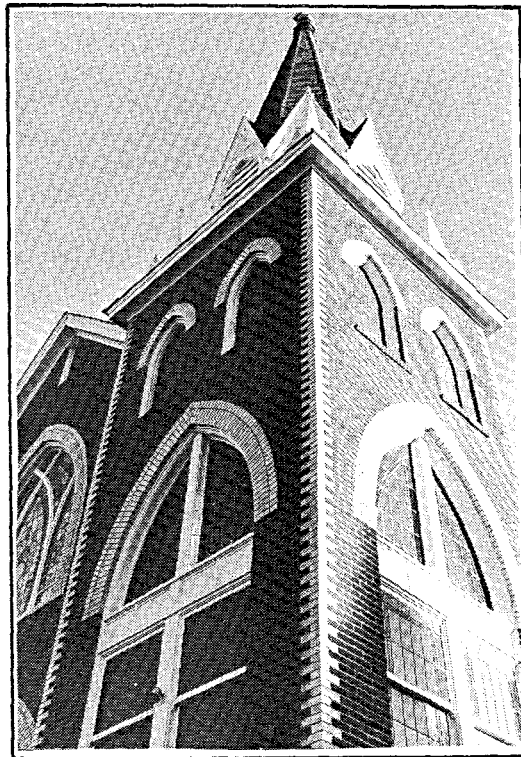
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Deputy Chief Charles Moose, Portland Bureau of Police  
Martha McLennan, Portland Bureau of Community Development  
Ross Roberts, Tri-Met  
David Sweet, Portland Bureau of Buildings



Morning Star Baptist Church in Northern Eliot is one of several churches located along Rodney Street which help to define Eliot's historic character. The Church is listed on the National Register of Historic Places.

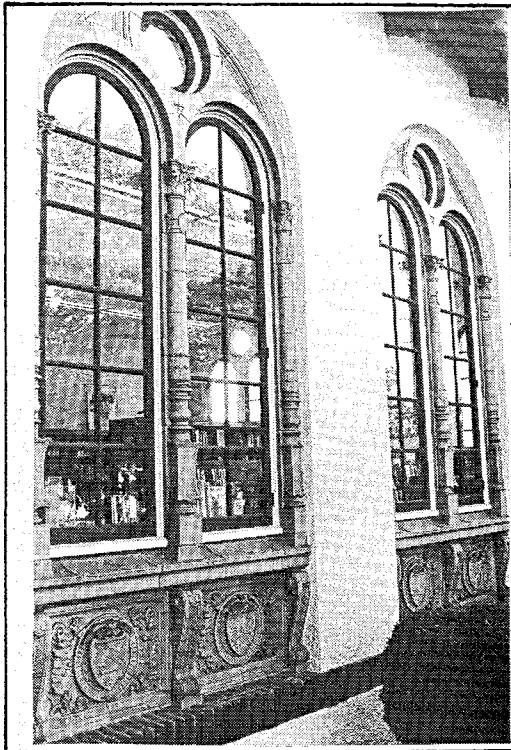
Photo by: Michael S. Harrison

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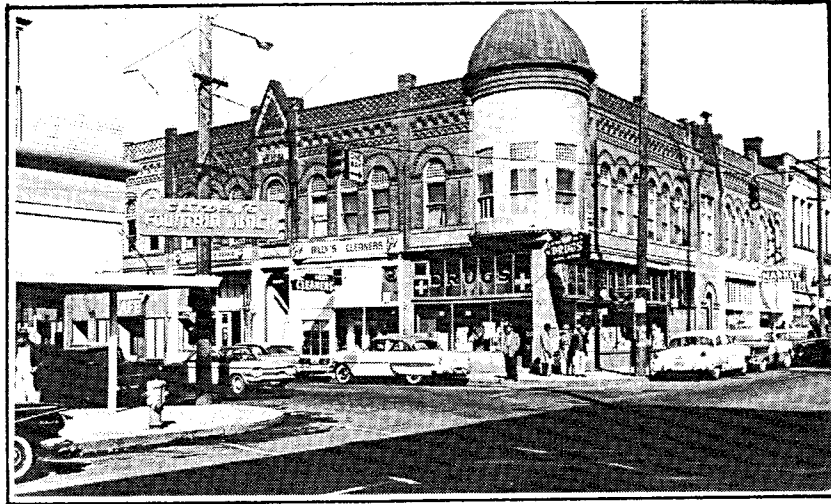
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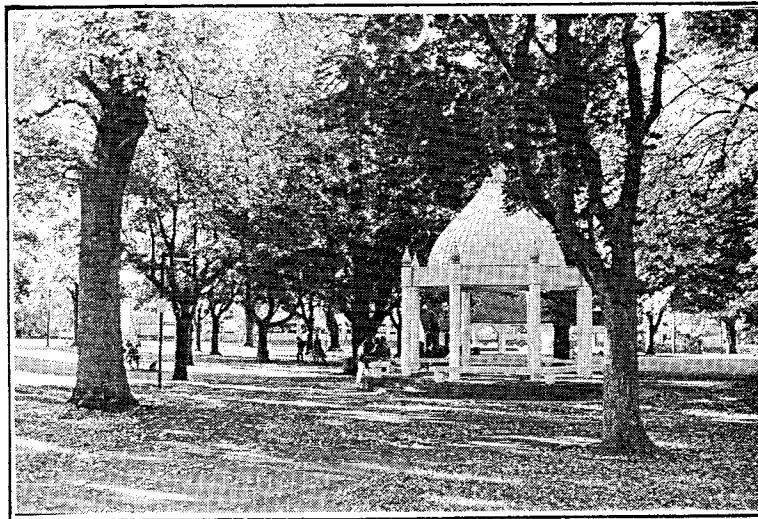


Old Albina Branch Library, in Eliot, is now the  
Tidal Wave Book Store.  
Photo by: Michael S. Harrison





These commercial buildings on Russell Street once formed the heart of the Albina's downtown. Today most have been cleared. However, the dome on the corner has been preserved as a fixture in the Eliot Neighborhood in Dawson Park.  
Oregon Historical Society Photo



The Dome in the photo above has been preserved as part of a gazebo in Dawson Park.  
Photo by: Michael S. Harrison



# Introduction

This Adopted Eliot Neighborhood Plan is based on the "Eliot Neighborhood Vision Statement." The Vision Statement was developed jointly by the Eliot Neighborhood Association and Emanuel Hospital between November 1988 and May 1990. During this eighteen month period the neighborhood held a total of nineteen meetings and workshops. The process was well publicized and many Eliot residents participated. Based on the Vision Statement a "First Draft Eliot Neighborhood Plan" was developed during the spring of 1990. This First Draft Plan went beyond the level of detail included in the Vision Statement as it tried to identify specific actions to bring the Vision Statement into reality. The First Draft Eliot Neighborhood Plan was followed in the spring of 1991 with a Discussion Draft Eliot Neighborhood Plan. The plan was revised and became the Proposed Eliot Neighborhood Plan. The Proposed Eliot Neighborhood Plan reflected the intensive review conducted by the neighborhood, others interested in Eliot and public agencies identified as potential initiators of actions aimed at implementing the Eliot Plan. This adopted Eliot Neighborhood Plan has been reviewed and approved by the Portland City Planning Commission. The Planning Commission met over a ten month period to intensively review the Albina Community Plan and the neighborhood plans, like Eliot's, that are a part of the Albina Community Plan. The Planning Commission made nine amendments to the Eliot Neighborhood Plan. On November 24, 1992 the Commission unanimously adopted the amended Eliot Neighborhood Plan and recommended that the City Council adopt the plan as a part of the Albina Community Plan and Portland's Comprehensive Plan. The Planning Commission's recommended plan was submitted to the Portland City Council for hearings and action in the spring of 1993. The Eliot Neighborhood Association adopted the Plan on May 10, 1993. The City Council adopted the Eliot Neighborhood Plan as part of the Albina Community Plan and Portland's Comprehensive Plan on July 28, 1993.

## Purpose of this Plan

This plan is the product of the Eliot Neighborhood's effort to meet the challenges that the coming years will bring to this inner-city neighborhood. The plan was developed through a broadly based citizen involvement process started in advance of the Albina Community Plan. In addition to their participation in the development of this Neighborhood Plan, many members of the Eliot Neighborhood Association have actively participated in the development of the Albina Community Plan.

The purposes that the Eliot Neighborhood had in initiating their "Vision" process were far reaching and comprehensive. They sought to provide a foundation for a neighborhood plan that would ultimately be adopted by the City of Portland as part of Portland's Comprehensive Plan. They also sought to improve the on-going relationship between the Eliot Neighborhood Association and Emanuel Hospital. Additionally, the neighborhood sought to use the neighborhood planning process as a vehicle for achieving long-standing priorities, such as the establishment of historic design zones within Eliot's boundaries. The neighborhood has used this planning process to identify issues that need to be addressed and establish priorities for actions.

The process of developing this plan has allowed those in the Eliot Neighborhood Association to learn more about the opportunities, assets and needs of the Eliot Neighborhood and those of the larger Albina community. They have examined the different areas of the Eliot Neighborhood in the context of this larger community. This process has allowed both Eliot and Emanuel to set priorities and identify actions needed to ensure the success of the Eliot Neighborhood and the entire Albina community.

The City of Portland has several reasons for supporting the development of neighborhood plans, such as this plan for Eliot, as a part of the Albina Community Plan. A neighborhood plan provides guidance to decision-makers on matters of land use, social programs, capital expenditures and environmental issues. It stimulates a partnership between public and private interests to stabilize and improve neighborhood conditions. A neighborhood plan encourages community leaders to undertake agreed-upon projects and to use community resources from neighborhood businesses and residents in these efforts. The plan involves Portland's citizens in the City's governmental process of decision-making. Neighborhood plans improve understanding and communication between citizens, City bureaus and decision-makers. Finally, the neighborhood plan, and its development, help inform Portland's citizen's about their City government.

## **Relationship to the Albina Community Plan**

The Eliot Neighborhood Plan is a part of the Albina Community Plan. The Eliot Neighborhood Plan and the Albina Community Plan were adopted as part of Portland's Comprehensive Plan. The Albina Community Plan creates an overall framework for a nineteen square-mile study area. This framework establishes programs, policies, regulations and identifies actions which are applicable to the entire study area or are needed to benefit the entire Albina community. Policies, projects, programs, and regulatory provisions are contained in the Eliot Plan which are special to Eliot. The neighborhood plan also reinforces parts of the district plan as they apply to Eliot. In many cases the Eliot plan's content is more specific than plan elements of the Albina Community Plan.

The context that the Albina Community Plan establishes for the district ensures that the detailed provisions developed for each neighborhood are coordinated with actions planned for the rest of the district. Compatibility of the elements included in the Albina Community Plan as well as the neighborhood plans was assured by the process for the development of the Albina Community Plan. This process required that the initial version of each neighborhood plan be developed at the same time that the framework for the overall plan was being established. Review and refinement of the district and neighborhood plans have continued as a single process.

Those reviewing this plan should also obtain a copy of the "Adopted Albina Community Plan." The policies, objectives and actions of the "Adopted Albina Community Plan" are applicable to the Eliot Neighborhood as well as to the district as a whole.

**Copies of the "Adopted Albina Community Plan" may be obtained from the Portland Bureau of Planning, Room 1002, 1120 SW Fifth Avenue, Portland Oregon, 97204-1966, Telephone (503) 823-7700.**

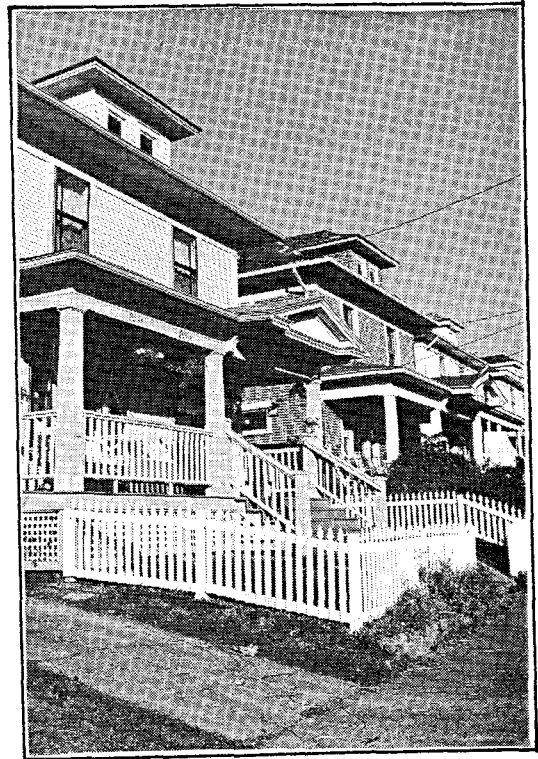


Compatible infill development which is consistent with guidelines for new residential construction.  
Drawing courtesy of Edward Valik  
The Essential Housing Competition, American Institute of Architects

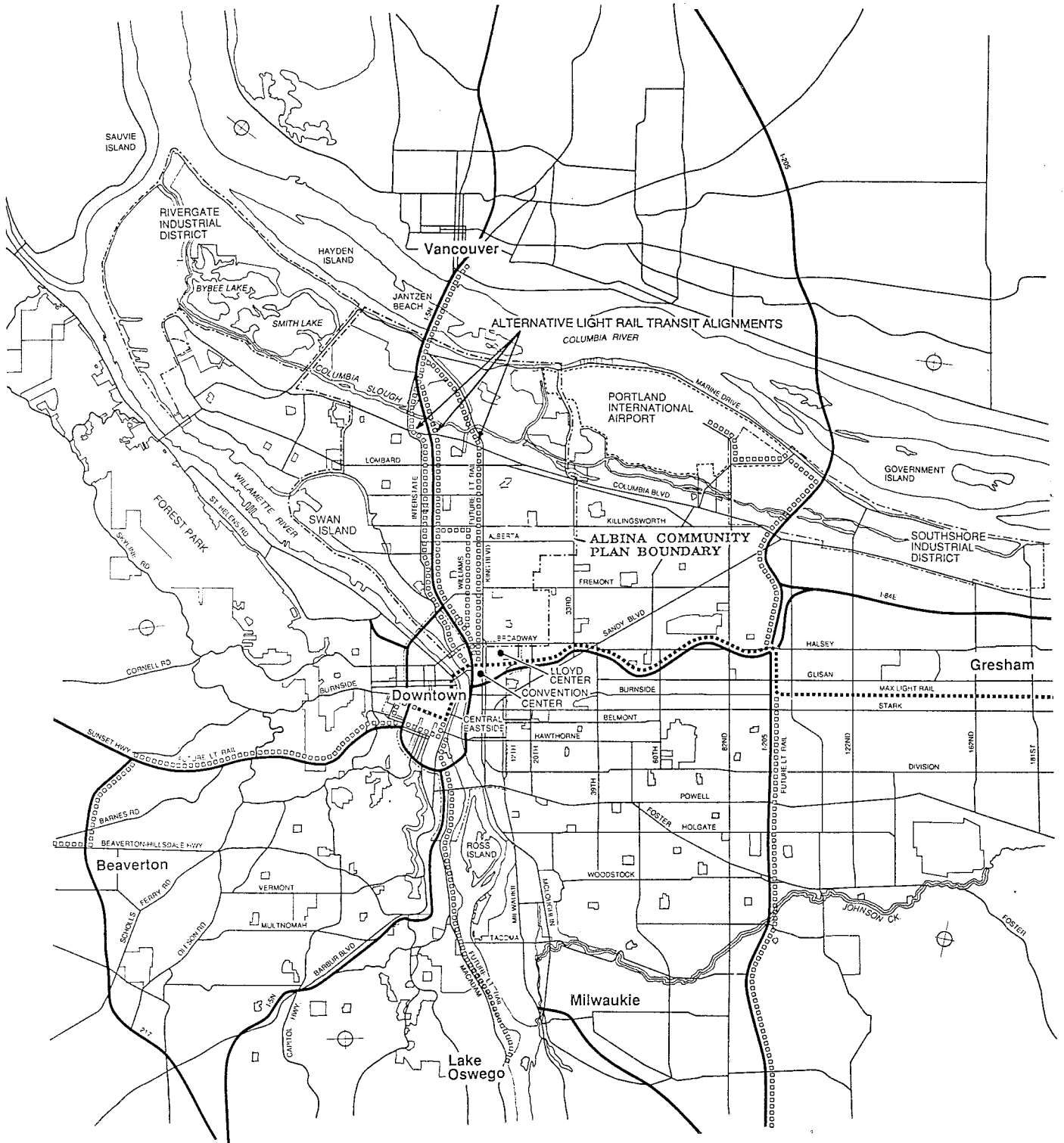
## Objectives of the Albina Community Plan Process

During the development of the process for drafting the Albina Community Plan specific objectives were developed as guiding principles. Among these is a requirement that each of the neighborhood plans developed as part of the district plan meet the objectives adopted for the district plan. Since these objectives are the foundation for the policies of the Albina Community Plan this is a logical outgrowth of the relationship between neighborhood and district plans that are part of Portland's Comprehensive Plan.

The City's Planning Commission reviewed this plan against these objectives and concluded that the plan and the objectives do not conflict. The process of refining this neighborhood plan included the refinement of the relationship between the objectives for the district plan and the Eliot Neighborhood Plan. The objectives for the development of the Albina Community Plan are included in Albina Community Plan Process document. The process document is available from the Portland Bureau of Planning.



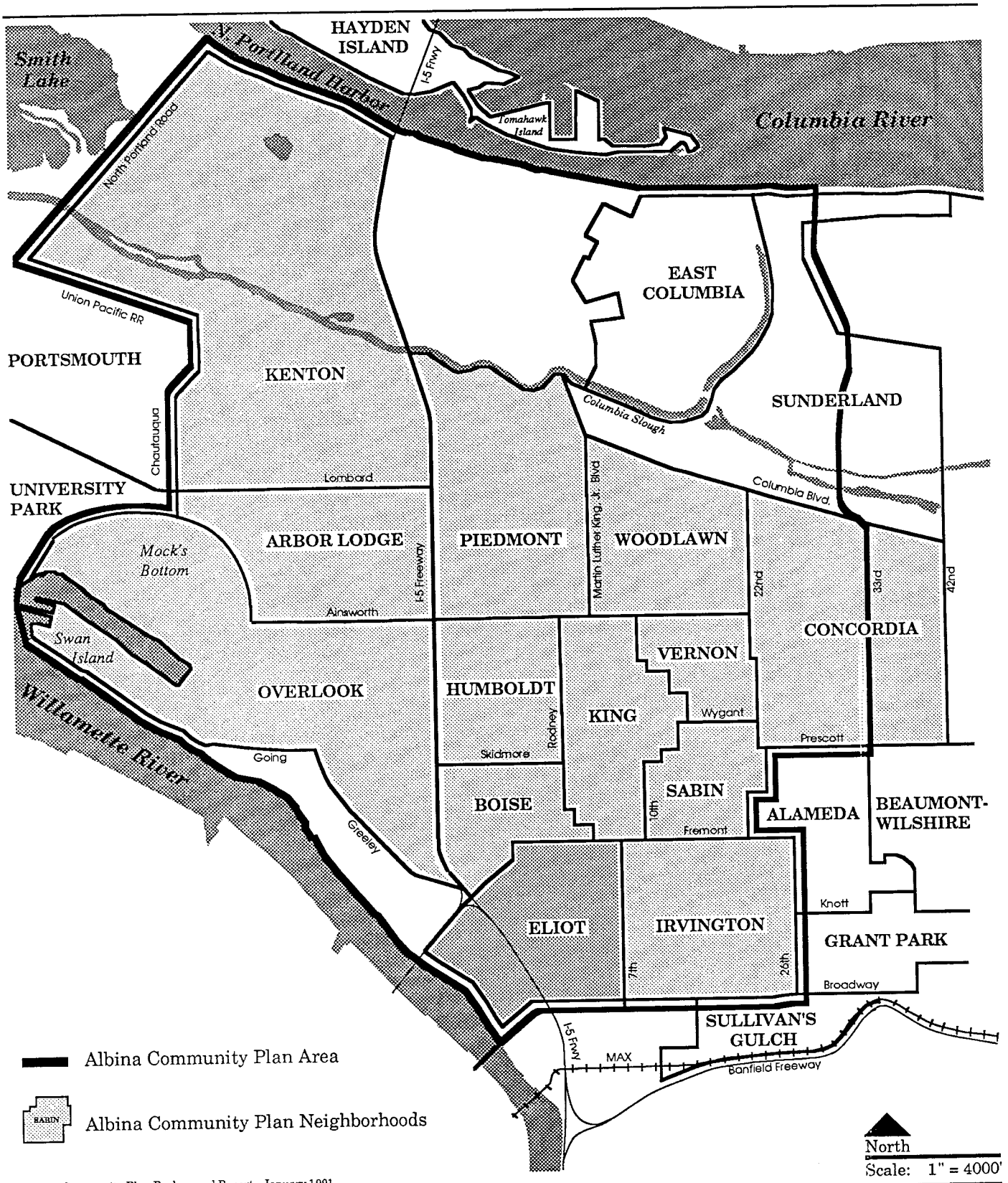
Ensemble of historic structures in Northern Eliot help to create the character that justifies the creation of the Eliot Historic Design Zone.  
Photo by: Michael S. Harrison





North  
 Scale: 1"=2.4 Miles

1991

### Significant Features Surrounding the Albina Community Plan Area



-  Albina Community Plan Area
-  Albina Community Plan Neighborhoods

North  
 Scale: 1" = 4000'

# Eliot Neighborhood

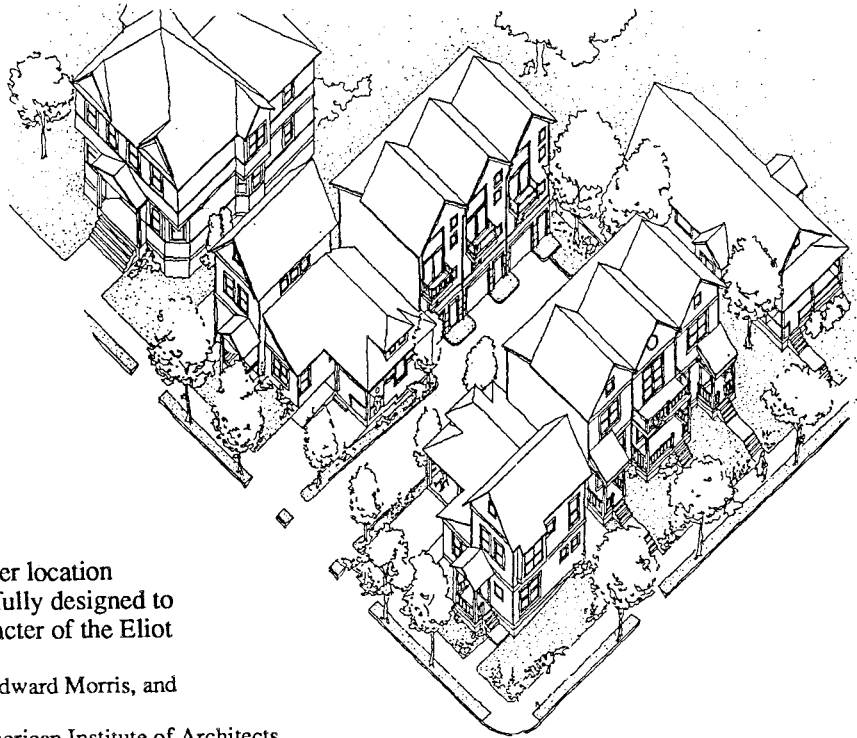
## Relationship to Portland's Comprehensive Plan

The Eliot Neighborhood Association sought to develop a plan that would ultimately be adopted as part of Portland's Comprehensive Plan. Inclusion of the Eliot Plan as a part of the Comprehensive Plan has made those parts of the Eliot Plan adopted by ordinance part of the state-wide planning system in Oregon. This status establishes goal, policy and objective statements as provisions that must be followed. If policy language conflicts with other development regulations the policy language will be the controlling provision. Status as a part of the Comprehensive Plan ensures that the goal, policies, and objectives of the Eliot Plan will be carefully weighed as part of future consideration of changes in land use designation within the Eliot Neighborhood.

While the policy elements of the Eliot Plan are a part of the Comprehensive Plan, the Plan also contains provisions that are not part of the Comprehensive Plan. Some aspects of the Plan, in particular Community Values Policy (Policy A), Neighborhood Identity (Policy B) and Community Services & Institutions (Policy C) are intended to guide the Eliot Neighborhood Association itself. The provisions of these policies are Eliot's statement of how the neighborhood wishes to proceed in the future.

Another aspect of the Plan that will not be part of the Comprehensive Plan are the action charts associated with Policy 9 through 16. The action charts consist of lists of ideas for capital projects and ongoing programs that were submitted to the City Council for adoption by resolution. These are referred to as leadership items because accomplishment of these provisions is dependent on leaders in the community.

The action charts also suggest changes in the City's land use regulations and zoning map. These changes were adopted by ordinance and become effective at the same time that the policy provisions of the plan take effect. Similarly the historic design zones and guidelines of design acceptability that will guide the design review process take effect when the policy provisions of the plan become effective.



Possible infill development at a corner location depicts a higher density project carefully designed to be compatible with the historic character of the Eliot Neighborhood.

Drawing courtesy of David Sternberg, Edward Morris, and Elizabeth Kerman  
The Essential Housing Competition, American Institute of Architects



## Community Input

The Eliot Neighborhood Vision Statement was developed by the Eliot/Emanuel Vision Committee, a combined group of Eliot Neighborhood Association members, other community leaders, and representatives of Emanuel Hospital. The Committee took several measures to encourage broad participation in preparing the Vision Statement:

- A "vision survey" was distributed to over fifty community leaders in inner North/Northeast Portland. The survey asked participants to share their vision of the Eliot Neighborhood in the Year 2010.
- The survey was also administered during a neighborhood workshop held on April 25, 1989 at the Matt Dishman Community Center.
- The Committee gave periodic reports to the Eliot Neighborhood Association's Board and Land Use Committee, and sought their input and guidance.
- The Vision Statement was coordinated with other important projects, such as the Albina Community Plan.

The results of community input, in the form of dozens of ideas and suggestions, were incorporated in the Draft Vision Statement prepared by the Committee. The Vision Statement was circulated in its draft form throughout the community, then revised based on the community's input. The following key organizations active in Eliot and the Albina community were asked to officially endorse the document: the Eliot Neighborhood Association Board, North/Northeast Business Association, Northeast Coalition of Neighborhoods, the Urban League, Lower Albina District Council, boards of directors for Emanuel and other key area businesses and institutions, Portland City Council and City bureaus.

In the spring of 1990 a draft Neighborhood Plan was prepared by Portland's Bureau of Planning and submitted to the Eliot Neighborhood Plan Committee. The draft plan was based on the joint Eliot/Emanuel Vision Statement. The Committee suggested changes needed to better reflect the original vision statement and to address their concerns. The Eliot Neighborhood Association and the Bureau of Planning on June 16, 1990 jointly sponsored an additional neighborhood workshop to review and critique the Plan. Follow-up workshops were held to further review the draft plan on July 21, 24 and 31 of 1990. The results of these workshops and the results of other citizen involvement activities conducted as part of the Albina Community Plan were used to produce the discussion draft version of the Eliot Neighborhood Plan.

Over the spring and summer of 1991 the Discussion Draft Albina Community Plan and associated neighborhood plans, including Eliot's, were reviewed through a series of both district and neighborhood meetings and workshops. Ten district wide workshops were conducted on the Albina Community Plan. The Eliot Neighborhood Planning Committee met frequently over the discussion draft review period and reviewed both the district and neighborhood plan. In addition to meeting with the Eliot Board and general membership the Committee met 16 times over the discussion draft review period to discuss and review the documents. Results from these meetings shaped and refined the Proposed Eliot Neighborhood Plan, published in February of 1992.

The Proposed Eliot Neighborhood Plan was submitted to the Portland City Planning Commission for their consideration in February of 1992. The Planning Commission held four initial public hearings on the Albina Community Plan and the associated neighborhood plans, including Eliot's. Hearings were held on March 24, March 31, April 7 and April 14. Over the following three months the Commission held 14 working sessions where they considered the testimony and

requested amendments. The Commission's consideration included inviting many who had testified at the initial four hearings back to participate in panel discussions on specific topics. Panel discussions were conducted on: housing, plan implementation, business growth and development, transportation and urban renewal. Following the panel discussions the Commission reviewed the requested amendments and took tentative action on each. The Planning Commission also made a number of changes that were suggested by members of the Commission. The Commission directed that the Plan be republished as the "Planning Commission's Draft Albina Community Plan."

At the same time that the Planning Commission was deliberating on the Albina Community Plan and Eliot Neighborhood Plan the City's Design and Historical Landmarks Commission were reviewing the plans. Both the Design and Historical Landmarks Commissions held public hearings and working sessions to consider the plans. Results of their consideration took two forms. The Historical Landmarks Commission's decisions on the locations of historic design zones and the Design Commission's decisions on the location of other design zones were advisory to the Planning Commission. The Design and Historical Landmarks Commission's decisions on design guidelines went with the Planning Commission's recommendations on policy and zoning to the Portland City Council. The Design Commission, Historical Landmarks Commission and Planning Commission recommended approval of the design zones and historic design zones within the Eliot Neighborhood. The Historical Landmarks and Design Commissions have also completed their work on the development of design guidelines to govern the design review process in the new design zones they recommend be created in Eliot, and elsewhere in the Albina Community.

The Planning Commission's Draft Albina Community Plan was published in September 1992. The Commission's draft changed the Albina Community Plan in hundreds of ways. Notice was provided to all those who had participated in the Commission's hearings process. Hearings on the Commission's draft were held on September 22, October 20, and November 3, 1992. Additional working sessions were held on October 27, November 17 and November 24, 1992. At these hearings and working sessions the Commission reviewed public comment on their draft, including comments on proposed changes to the Eliot Neighborhood Plan. Over 100 additional changes were requested. During their working sessions the Commission approved many of these changes including nine amendments to the Eliot Neighborhood Plan. On November 24, 1992 the Planning Commission adopted the Albina Community and the Eliot Neighborhood Plan as amended during their deliberations. The Planning Commission recommended that the City Council adopt the Eliot Neighborhood Plan as a part of the both the Albina Community Plan and Portland's Comprehensive Plan. On May 10, 1993 the Eliot Neighborhood Association adopted the Planning Commission's recommended Eliot Neighborhood Plan.

The Planning Commission's Recommended Eliot Neighborhood Plan was submitted to the Portland City Council in the Spring of 1993. The City Council held three public hearings on the Albina Community Plan, including the Eliot Neighborhood Plan, on May 5, May 12, and May 13, 1993. The Bureau of Planning created a document which documented the requested amendments raised during these hearings. On June 8, 1993 the City Council reviewed the requested amendments and took tentative action on each. In July of 1993 a new version of the Albina Community Plan was published reflecting the tentative changes the City Council had made in the Plan at their June 8, 1993 meeting. On July 21, 1993 the City Council held another hearing on the Plan as they had tentatively amended it. The following week, the City Council adopted the Albina Community Plan and the Eliot Neighborhood Plan. Subsequent to Council's adoption other actions adopting or approving the plans were taken by Tri-Met, Multnomah County, School District No. 1 (Portland Public Schools), Portland Community College, and the Metropolitan Service District (METRO).

## **The City of Albina and the Eliot Neighborhood**

*The following discussion is from several sources. "History of the Albina Community," a document produced by the 1990 Comprehensive Planning Workshop graduate students at Portland State University (PSU) formed the basis for this discussion. The workshop is a core requirement in PSU's Master of Urban Planning Program. The students have graciously allowed the Albina Community Plan staff to use their work product in this planning effort. The Portland Bureau of Planning published the entire history report in 1990. It is available to those interested by contacting the Bureau. An article on Thomas Lamb Eliot by Steve Rogers that appeared in the November 1991 issue of the newsletter of the Eliot Neighborhood Association provided another source. In addition, a paper by Susan G. Hartnett "From Albina to Eliot: The Transformation of a 1887 City to 1991 Inner City Neighborhood" provided additional valuable information incorporated here.*

The first inhabitants of the area that came to be known as Albina were the local Indian tribes. The Albina area falls within the tribal grounds of the Clackamas tribe, whose lands extended from the Willamette River east to the Cascade mountains.

Little is known about the tribes in the Albina area. We do know that most of the Indians living north of Willamette Falls were Chinookan-speaking salmon fishers and that they occupied large semi-permanent villages. As with most Native American peoples, their way of life was destroyed by the coming of European American settlers, with their plans for expansion as well as their diseases.

Many of the original European American settlers reached Albina via the Barlow Road, which ended on the east side of the Willamette River south of Albina. The boundaries of the city of Albina at its founding were roughly those of the present day Eliot Neighborhood. In many ways the history of Albina is also the history of Portland's Eliot Neighborhood. The names of these pioneers can be found today on Eliot's streets.

In 1840, Willamette Valley settlers wanted to build a ship which they could sail to California and sell at Yerba Buena. A company of nine men was formed to build the ship on the east side of Swan Island. The ship "Star of Oregon" was the first built in Oregon. It was fifty-three feet eight inches long and measured ten feet nine inches at the beam.

Downstream from the 'Albina Yards' is the site of the "bone yard", the place where out of service steamboats were moored. Two ferries operated between Albina and Portland, one from the foot of Albina Street to Union Station and the other from Russell Street to Fifteenth Street.

The history of Albina and Eliot reflects the great economic opportunities available and exploited by early movers and shakers in Portland. Many of Portland's pioneers acquired property through free land grants as provided by the Donation Land Act of 1850. The Act granted free land to settlers who would agree to live upon and cultivate their claims for four consecutive years. The Act gave 320 acres to every male citizen over 21 years of age who arrived in Oregon before December 1, 1850. A married couple was granted 640 acres. After December 1, 1850, single men were granted 160 acres and couples, 320. December, 1855 was the expiration date for this offer of free land.

Albina was located on a donation land claim owned by J.L. Loring and Joseph Delay. The land was later sold to attorney William Winter Page, who in 1872 sold the land to Edwin Russell, manager of the Portland branch of the Bank of British Columbia, and George H. Williams, former senator and U.S. Attorney General. Today, Northeast Russell Street and Williams Avenue bear their names.

The original town site of Albina, platted in 1872 by Williams and Russell, was close to the waterfront on the bend in the Willamette River. Russell and Williams named the town for William Page's wife and daughter, both of whom were named Albina (which the family pronounced "Al-BEAN-ah".) Russell had controlling interest in the venture, but it was Williams who laid out the general dimensions of the community. In 1872 Albina was a virtual wilderness without any graded streets and with heavily forested land beyond it to the east and north. When Russell went bankrupt and fled to San Francisco in 1874, James Montgomery and William Reid acquired the property and began developing residential sites.

The City of Albina was incorporated in 1887. Before its consolidation with Portland and East Portland in 1891, Albina was one of a series of independent river towns seeking prominence on the Willamette River. In 1880, the population of Albina was 143; by 1888 it was 3,000 and by 1891 it had reached nearly 6,000. Its brief history is basically that of a company town, the company being the Oregon Railroad and Navigation Co. (OR&N), which owned the extensive Albina railroad yards.

The two main factors in the rapid growth of the east side were the opening of the Morrison Bridge in 1887 and the proliferation of the street railways. This improved transportation spurred speculators to promote subdivisions for the middle-class. These subdivisions were sited on high ground away from the rough, ramshackle waterfront. Housing in Boise Neighborhood dates from 1888 and in Woodlawn from 1889. Arbor Lodge and Piedmont were heavily promoted for housing development in the 1890s.

In April, 1887, the *Oregonian* observed that Albina was growing rapidly and quoted William Killingsworth, a major residential real-estate investor in Albina: "Albina has been selected as the place to build industrial enterprises." The selection of Albina was made by Portland's west-side powers in the banks, transit and utility companies, with the support of local government.

Russell was the main street in the old city of Albina. The intersection of Russell and Williams Avenue became the center and the principle buildings of the early years are located here. Industrial developments by the riverside, the widening of Interstate Avenue and the freeways have nearly erased the oldest section of Albina.

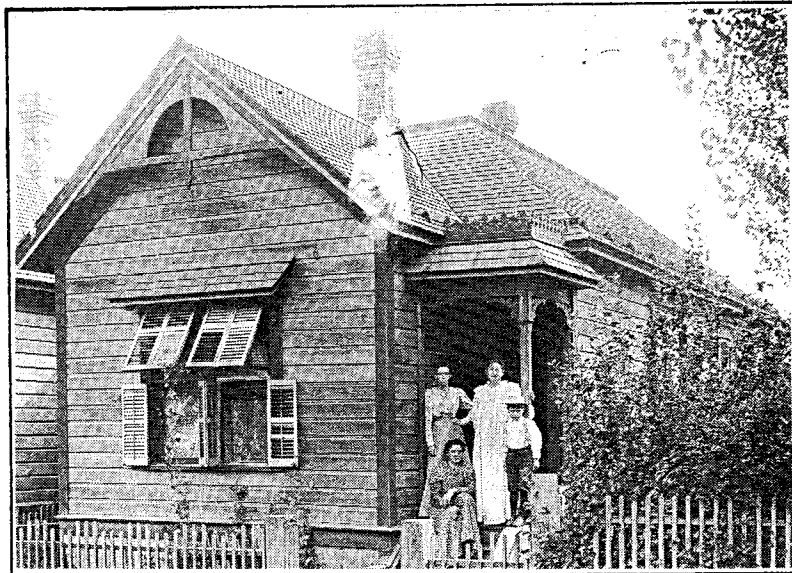
Upper Albina became one of the most fashionable centers of the greater Portland area. The centrally located retail area was bounded by Mississippi and Williams Avenue. The central area of Albina is in what is now Eliot Neighborhood. Only scattered buildings remain of the old upper commercial center. By the Second World War, Mississippi, Russell and Williams Avenue were solidly lined with three and four story brick commercial structures. Albina's growth was further spurred when, in July of 1888, electric cars began crossing the new Steel Bridge. A second line was opened on the bridge's upper deck the following year. For much of the next half-century Albina housed a succession of immigrant populations. They were attracted to the area by its affordable housing and location close to industrial and commercial employment centers. Early immigrants had been Scandinavian, Russian-Germans and Irish workers. Following the Second World War the area provided housing to many African Americans who moved to Portland during the war to work in Portland's shipyards.

By 1950 Albina was an economically depressed but vibrant community. However, in the following years much of the neighborhood was cleared by a succession of public and private projects that disrupted the community and destroyed vast amounts of housing. The development of the Lloyd Center, Memorial Coliseum, the Minnesota Freeway and Emanuel Hospital campus changed the neighborhood almost beyond recognition. During the late 1960s the Portland City Planning Commission wrote off the entire area south of Fremont and West of Union Avenue (now Martin Luther King Jr. Boulevard) as an area with no future as a residential area. Expansion of Emanuel Hospital and growth of other core area commercial interests were seen as ultimately leading to the removal of the area's remaining stock of housing. As recently as 1979 the city's economic development agency, The Office of Policy Analysis, advocated rezoning remaining residential areas in the area known as the Eliot Neighborhood to light industrial. They advocated strongly for the conversion of the area into a new job center close to the downtown well served by public transit.

The unfolding Albina Community Plan reveals that choices for this area have changed little. The struggle between the needs of light manufacturing firms and medical facilities for low cost growth opportunities are at odds with the aspirations that many of those involved in the Eliot Neighborhood Association have expressed for this neighborhood during the planning process.

The Eliot Neighborhood is named after Thomas Lamb Eliot, who was the first minister of the First Unitarian Church of Portland. Lamb served as minister for many years but was active in other areas of civic life as well. He helped to establish the Perry Center, Reed College, Boys and Girls Aid Society, Oregon Humane Society, Portland Art Association and the Library Association of Portland. Eliot Hall at Reed is named for him as is Eliot Glacier on Mt. Hood. He was elected superintendent of Multnomah County Schools and urged school reform.

Eliot was interested in other issues as well. He supported women's suffrage, prison reform, mental health program improvements and was concerned about the welfare of Native Americans. As a member of Portland's first board of park commissioners he raised \$10,000 to bring the Olmsted brothers to Portland to design a system of parks for the City. The Olmsted parks plan for Portland was approved in 1904. The plan still forms the foundation for the City's parks system. Eliot School was named for him and in time the surrounding residents following the practice of many of Portland's neighborhoods took the school's name for the name of their neighborhood association.



Shaver family sits on the porch of their home, about 1884. The house was cleared to make way for the Memorial Coliseum.  
Oregon Historical Society Photo

## **How the Eliot Plan is Structured**

This Eliot Neighborhood Plan includes several parts. The Vision Statement, Comprehensive Plan Objective and Plan Policies 1 through 16 and their objectives make up the Plan adopted by the Portland City Council (Ordinance No. 166786). Also adopted, by resolution (Resolution No. 35169), were the action charts, maps, and neighborhood urban design plan which accompany Policies 1 through 16. The design review guidelines for Eliot's design districts are contained in a separate "Albina Community Design Guidelines" document. The "Albina Community Design Guidelines" was reviewed in tandem with the Eliot Neighborhood Plan and was adopted with the plan by ordinance (Ordinance No. 166787). Policies A, B, and C were adopted by the Eliot Neighborhood Association only and are not a part of the Albina Community Plan or Portland's Comprehensive Plan.

The Vision Statement guides future implementation of the Eliot Neighborhood Plan. The Vision states where the Plan is intended to lead the Eliot Neighborhood and provides a standard against which to measure the Plan's success. Following the Vision Statement is the Comprehensive Plan Objective. This Objective ties the Eliot Neighborhood Plan to Portland's adopted Comprehensive Plan, making the Plan and its policies, 1 through 16, part of Portland's Comprehensive Plan.

The Eliot Neighborhood Plan is built around 19 policies. The first three policies (A through C), are for the guidance of the Eliot Neighborhood Association only. Policies A through C are not part of the Albina Community Plan or Portland's Comprehensive Plan. Policies 1 through 8 are policy areas that are applicable to the Eliot Neighborhood as a whole. Policies 9 through 16 address eight sub-districts that make up the Eliot Neighborhood, one policy for each district. The policies include objectives which target explicit accomplishments for the implementation of the Plan.

Charts and drawings illustrate ideas for implementing the Eliot Neighborhood Plan's policies. Proposals are assigned a time-frame for action (immediate, ongoing, short, or long-range), and a implementation leader is identified. In many cases the Portland Development Commission (PDC) is identified as the implementation leader. Recent court decisions have changed the basis for funding of PDC's activities. While the Development Commission remains interested in participating in the realization of the Eliot and Albina Plans their financial ability to do so is presently in question. Identification of PDC as an implementation leader must be understood to not reflect a commitment by that agency. Rather it is an expression of interest with the understanding that the agency's ability to implement is now uncertain.

Actions and strategies listed on the action charts were adopted by resolution (Resolution No. 35169). Programs and projects formally approved by resolution are approved without the binding force of law. Those which specify changes in zoning designations or in the zoning code were implemented with the Plan at the time of its adoption through the ordinance that amends the City's Comprehensive Plan, Zoning Map, and Zoning Code (Ordinance No. 166786).

Illustrations of the Albina Community of the future as envisioned by this Plan are presented in this report. These are an artist's concept of what a specific new development or improvement might look like. The illustrations are not intended as images of how things will look, or even should look, but how they might look. As development occurs, those working on the implementation of the idea of this plan will produce a final design of the projects. The illustrations in this document are intended as a starting place for the creative individuals who will work to implement the Eliot Plan.



Neighborhood clean-up in the Eliot Neighborhood during the Model Cities project.  
Oregon Historical Society Photo





# Eliot's Future

## Introduction to the Vision

This vision expresses the neighborhood's hopeful view of a successful and exciting future for Eliot. It represents a statement of confidence that this neighborhood will continue to succeed in overcoming urban problems of drugs, vice and deteriorating housing. Conflicts between residential uses, business and institutional expansion, and traffic and parking problems in the area can be successfully solved with dedicated effort.

Aspirations in the Eliot Neighborhood are high. The neighborhood association is well organized. Businesses and institutions are getting more involved in the community. There are major new investments within and near the neighborhood that demonstrate long term public and private commitments to the area. These investments offer opportunities for helping to resolve long standing problems. Neighborhood based organizations are also working to solve these problems. Inclusion of a part of the neighborhood within an urban renewal district creates a potential for addressing neighborhood problems using urban renewal funds. The record of hard work and success that the neighborhood has built provides a foundation for a revitalized future for Eliot. At the close of the Eliot vision process, those participating looked to a future Eliot Neighborhood that will have elements that are both different and the same as the Eliot of 1990.



Compatible infill development which is consistent with guidelines for new residential construction.

Drawing courtesy of Michael Moedritzer, Architect  
The Essential Housing Competition, American Institute of Architects



Historic Russell Street with light rail transit.  
Drawing from Portland's Central City Plan, drawing by Judy Galantha

# Eliot's Future: A Vision

## *The Eliot Neighborhood as a Whole*

In the future Eliot will be a neighborhood of individuals and families who share a sense of community. They will enjoy living in Eliot and will feel that it is a good place to put down roots and a secure place to live, work and enjoy life. Eliot will also be a lively and active neighborhood providing a setting for commerce, recreation, employment and education throughout the day, week and year.

This diversity of activity will reflect the harmonious mix of uses that lend vitality to the neighborhood's strong residential core without disturbing its quiet residential streets. Neighborhood sidewalks, walkways and bikeways form a pleasant system of tree-lined streets that link the neighborhood's residential areas to nearby shopping, schools, jobs and the surrounding city. Transit service has been improved, including the development of a northern light rail transit line which serves the Eliot Neighborhood.

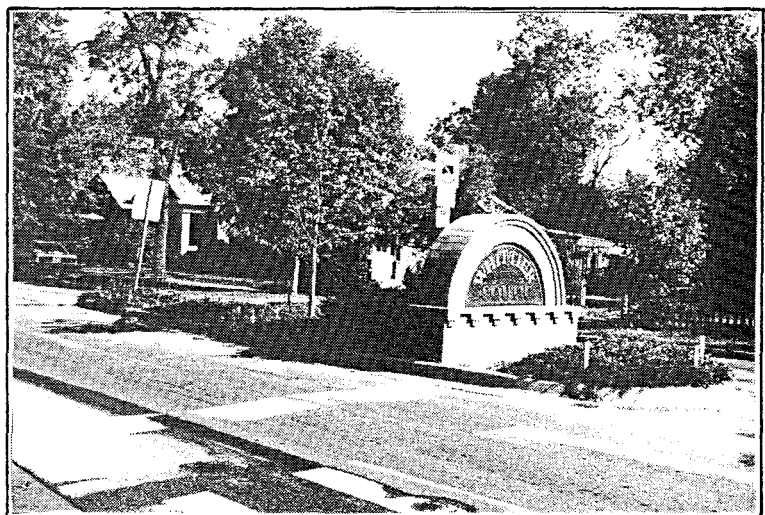
Eliot will maintain and build upon its strong sense of history by preserving historic structures and emphasizing the neighborhood's historic character. Attractive ornamental lighting standards that complement the historic quality of the district have been installed at key locations and utilities moved underground in some areas. Much of the Eliot Neighborhood is included within historic design zones which require design review to ensure that development is compatible with the neighborhood's historic character. Public improvements will be designed to respect and add to the historic quality of the neighborhood.

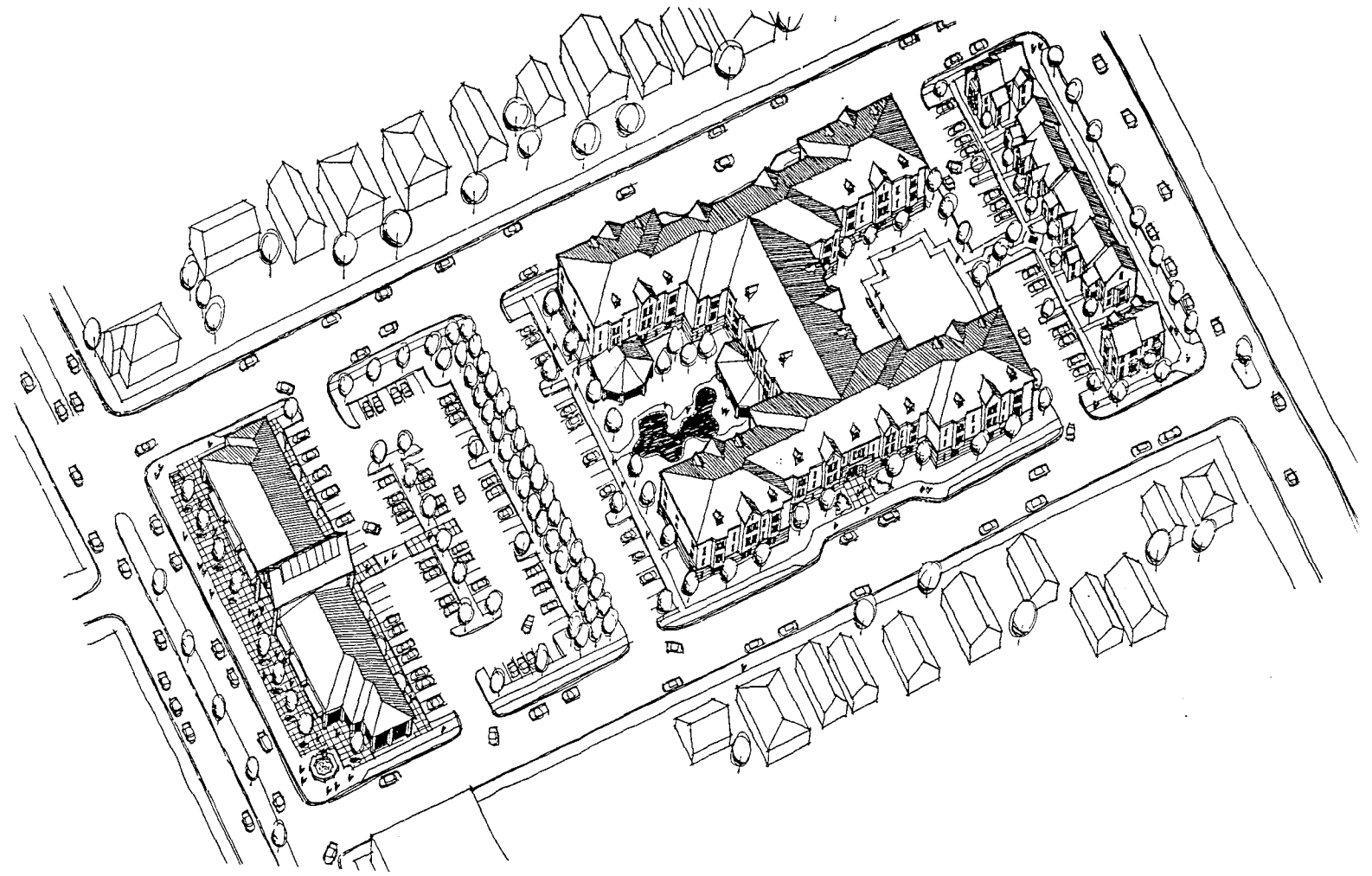
Those residing in Eliot will continue to be both ethnically and economically diverse. Employment of neighborhood residents will be high as will their confidence and ambition. Residents of Eliot will be untroubled by major problems that are external to their individual lives. Many will find time and interest to participate in grass-roots organizations, innovation and experimentation. As a community, Eliot's residents will know how to have a good time and find occasion for celebrations and other events that bring them together.

In Eliot eight distinct geographic areas or districts have evolved within the neighborhood as a whole. These districts each have their own history, character, land use pattern and future.

A central theme of the Eliot Plan is to enhance the neighborhood's identity. To aid in accomplishing this neighborhood gateways at several locations are called for. This gateway, in Boulder, Colorado is typical of the gateway treatment that city uses at neighborhood entrances.

Photo by: Michael S. Harrison





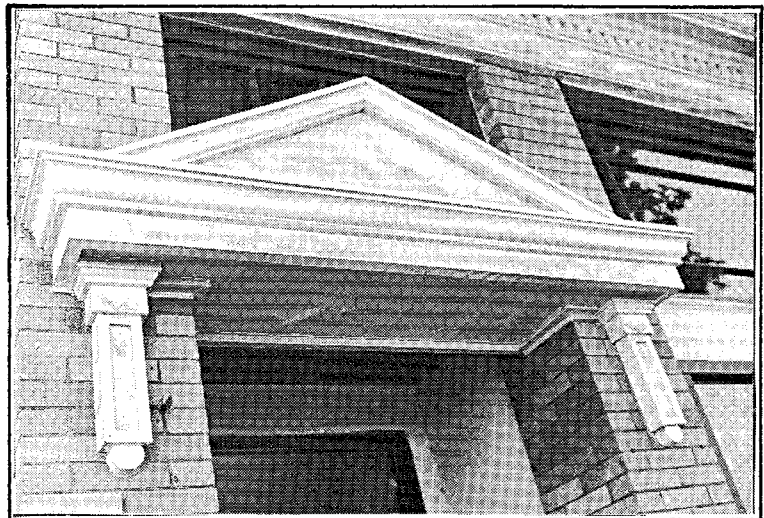
Architect's concept for a mixed housing and commercial use development for the block bounded by Martin Luther King Jr. Boulevard, Seventh Avenue, Knott Street and Russell Street.  
Robert S. Leeb, Architects & Planners, Drawing courtesy of the Portland Development Commission

## ***Martin Luther King Jr. Boulevard***

Martin Luther King Jr. Boulevard is the main street for inner northeast Portland. The street is designated as a state highway and continues to carry significant volumes of traffic. However, because of the street's role in the community, changes have occurred which reinforce it as a commercial and mixed-use corridor attractive to pedestrians. Significant traffic that formerly was on King Boulevard now finds light rail transit provides a faster route north. The northern light rail transit line was built after a detailed environmental review along an alignment running through Eliot. The light rail transit facility now serves the transportation needs of the neighborhood as well as the region. Transportation connections have also been improved with I-84 and I-5 freeways.

King Boulevard has been revitalized through the creation of concentrated commercial nodes near major intersections. Development along King Boulevard has been fostered allowing the creation of large sites that provide for off-street parking, better meet the needs of retailers and help to buffer residential portions of the neighborhood from through traffic. Commercial businesses along King Boulevard serve a customer base that includes the entire city. Neighborhood shopping opportunities in nearby commercial areas complement those on King. In commercial areas the median has been lowered to better visually connect the Boulevard's two sides. Street and sidewalk have been altered at some locations to improve crossing conditions and safety for pedestrians. The Boulevard has been enhanced by replacement of highway-style street lighting with Portland's ornamental cast iron lighting standards.

The development of the commercial nodes has allowed the conversion of land between these nodes to housing. Housing developed along King Boulevard is higher density and urban, three or four stories with ground level neighborhood retail activity coming out to meet the sidewalk. Housing developed along King is separated from the Boulevard by attractive sidewalks planted with street trees and enhanced with benches, bollards, kiosks and other street furniture.



Pedimental design for area over an entry of the recently restored Smart Building on Martin Luther King Jr. Boulevard at Russell Street.

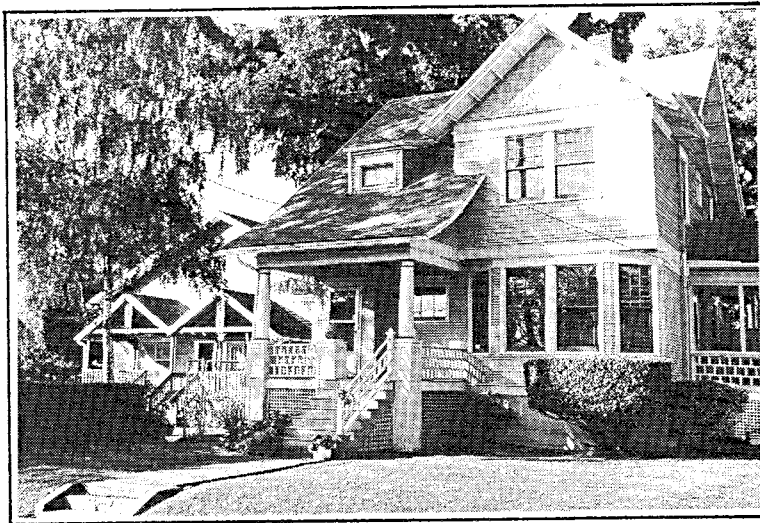
Photo by: Michael S. Harrison

## *Northern Eliot*

Northern Eliot is the neighborhood's soul. It is bounded by Fremont on the north and Russell on the south, Martin Luther King Jr. Boulevard to the east and Williams Avenue on the west. The bulk of the district is residential in character although there are institutional uses in the Knott/Russell corridor. Churches are scattered throughout the area. Most of this district is located within a historic district that has effectively fostered the preservation and restoration of many of the area's Craftsman and Victorian (Queen Anne) homes. There has been a substantial amount of infill housing developed, including rowhousing that is compatible in character with the district's historic structures. Some locations afford attractive views of the Downtown, the West Hills, and the Fremont Bridge.

Along the district's southern border institutional and complementary commercial service uses have formed a corridor between Knott and Russell Streets, connecting Martin Luther King Jr. Boulevard to the Emanuel campus and the Lower Albina district. New open space has been added and large historic buildings have been converted to loft housing. Existing institutions, such as the Matt Dishman Center, have been improved and expanded. Transit service has been improved on Martin Luther King Jr. Boulevard, the Williams/Vancouver couplet and Russell Street.

Residential areas of this district have been buffered from traffic impacts. Buffering has effectively protected these areas from the institutional corridor along Knott and Russell Streets as well as from Martin Luther King Jr. Boulevard and Williams Avenue traffic.



Vintage home in North Eliot typical of the area's historic structures with new infill rowhouse project next door.  
Photo by: Michael S. Harrison

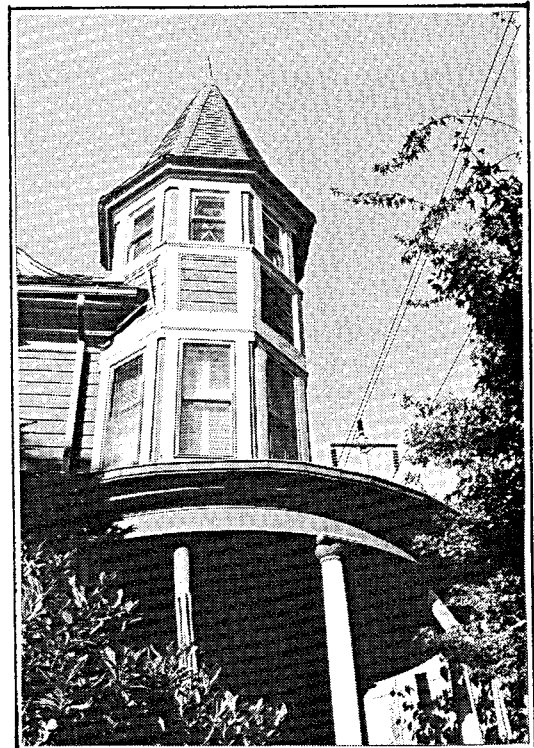
## ***Southern Eliot***

Eliot's southern district is bounded by Hancock Street on the south, Russell Street on the north, Martin Luther King Jr. Boulevard on the east and Williams Avenue on the west. This area is primarily residential, but includes special needs housing and light industrial and commercial developments which are oriented to King Boulevard and Williams Avenue. A great deal of attention has gone into the preservation and restoration of this district's historic homes, many of which were built when this area was still part of the independent City of Albina. Street trees have been planted. Firm boundaries for non-residential uses have been set, open storage uses and motels have been replaced with new housing and compatible mixed use developments, manufacturing facilities have relocated to industrial districts, including Eliot's Lower Albina District. This entire area lies within the Eliot Historic District.

While new infill development is at higher densities, care has been taken to ensure that new buildings complement the historic character of the area. Bed-and-breakfasts located in the area acquaint visitors with Eliot's history while offering hospitality. Shopping choices, new restaurants, entertainment establishments and transit service have expanded along Martin Luther King Jr. Boulevard, Williams and Vancouver Avenues to serve the needs of local residents, those visiting the nearby Convention Center and other visitors.

This district is partly within the Convention Center Urban Renewal District. Urban renewal activities have included improvements such as the planting of street trees, undergrounding of utilities, a new park, ornamental lighting standards, support for compatible new small businesses and installation of traffic control devices. Renewal funds and status have also supported the development of new housing as well as the restoration of historic structures.

Inclusion in a historic district has assured that new infill rowhouse development is compatible with the district's historic character. Area homes are highly prized and sought after because of their historic quality. Many older homes as well as new residential units enjoy views of the Downtown, Convention Center, Fremont Bridge and Forest Park. Infill rowhousing, and other new development has been sensitive, responding so well to the historic character of the area that many have difficulty telling the new structures from the old.



Victorian homes at the corner of Rodney Avenue and Thompson Street marks the heart of Southern Eliot.  
Photo by: Michael S. Harrison

## ***Seventh Avenue Ribbon***

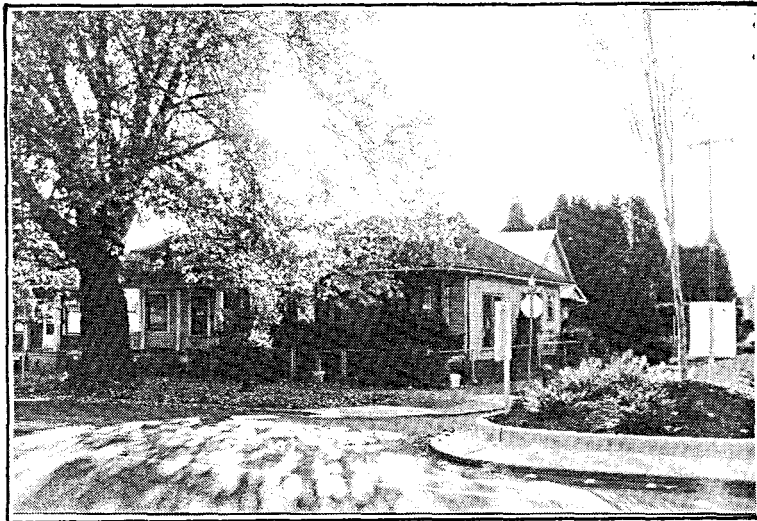
This district is the farthest east in Eliot. The district is bounded by Fremont Street on the north, Hancock Street on the south, Seventh Avenue on the east and Martin Luther King Jr. Boulevard on the west.

The district is similar to southern Eliot. New commercial development has moved eastward from King Boulevard at some locations. These new commercial developments have located to form discreet nodes. Commercial nodes are separated by new multidwelling development located along King.

Many older homes have been rehabilitated. A significant ensemble of historic buildings near the southern edge of this district provides a link for pedestrians and bicyclists between the Eliot and Irvington Historic Design Districts just east of Eliot. A significant amount of new housing has been created, primarily through compatible infill development. New housing developments are designed to complement and reinforce the residential character of this district while creating a significant increase in the area's housing density. Reinforcing the residential quality of the district are public improvements including ornamental lighting standards, underground utilities and traffic control devices that reduce through traffic on residential streets. Traffic has also been reduced along Seventh Avenue by diverting through trips to King Boulevard. Curb extensions and traffic circles have been provided on Seventh by the City's Neighborhood Traffic Management Program.

New commercial services and improved transit are readily available on King Boulevard. Near Knott Street, at the middle of this district, commercial and multidwelling housing projects that are in scale with the neighborhood have been developed, linking King to Seventh. The intersection of Martin Luther King Jr. Boulevard and Knott Street is a hub of activity in the Eliot Neighborhood. This intersection serves as a gateway to both the Seventh Avenue Ribbon District and the concentration of institutional activities located in the Knott/Russell corridor west of King Boulevard.

A small commercial development and housing node has developed around the intersection of King Boulevard and Fremont Street. This node provides a transition from Eliot to the Boise and King Neighborhoods. It also acts as a gateway for the Eliot, Boise and King Neighborhoods.



Recent traffic calming improvements in Seventh Avenue are intended to enhance the street as a positive environment for area residents.  
Photo by: Michael S. Harrison



## ***Lower Albina***

Lower Albina is a part of Portland's Central City Plan. The district is the most western portion of Eliot, extending from I-5 west to the Willamette River. Its northern boundary is the Fremont Bridge, its southern boundary is NE Hancock Street.

The Central City Plan policy for this district states "Strengthen the economic development of this district as an industrial employment area while preserving its historic buildings and providing a connection for pedestrians to the Willamette River." The policy goes on to make five additional statements. These call for preservation of the riverbank for water-dependent industrial uses; preserving the historic buildings along Russell Street as a mixed use area; attracting new industry to the area; removing barriers to the movement of industrial goods and equipment; and providing a connection for the adjacent residential neighborhoods to the district and the Willamette River. Eliot's vision for the Lower Albina district is consistent with that of the Central City Plan.

The district remains an industrial sanctuary. Super-blocks were created to attract industry. Land along the riverfront is used for river-related industrial activities. Industry in the Lower Albina District remains a 24 hour activity. A new overpass and rail crossing have helped improve access to waterfront sites for Lower Albina industries, Eliot residents and visitors.

Russell Street serves as a corridor for pedestrians who use the street to gain access to a new small waterfront park on the riverbank just north of the Fremont Bridge. This new park is called for in the Central City Plan. The park includes a fishing pier, water taxi stop and viewpoint offering the opportunity to observe the working river.

Russell Street has become a historic design district between I-5 and Interstate Avenue. While this historic district retains its light industrial flavor, at night its combination of brew-pubs, loft housing, shops, jazz museum, live music clubs, restaurants and cafes make it one of Portland's premier entertainment areas. The area is connected to adjacent residential neighborhoods by attractive and safe walkways for pedestrians leading to the east on Russell Street and to the north on Mississippi Avenue. Along the district's eastern border warehousing and distribution activities form a buffer between the more active industrial sanctuary and the hospital and residential areas east of I-5.

To the north, Albina Yard continues but has become much more of an asset to the Albina Community. Greeley Avenue has been landscaped with berms, street trees and flowering ground cover. A vehicle pull-out and viewing platform has been developed allowing safe observation of the rail yards and the Willamette River beyond. Historical markers and signs direct visitors to an interpretive center and new expanded location for the Columbia Gorge Model Railroad, both on Russell Street.

At this district's southern end, the Broadway Bridge head has been redesigned and landscaped to create an attractive entrance to the Lloyd District and the Albina Community. The Portland Public Schools headquarters facility has expanded to the east and merged with new development occurring in the southern portion of the Williams/Vancouver professional service corridor.

## *Williams/Vancouver Corridor*

This district is a narrow strip following Williams and Vancouver Avenues that bisects the neighborhood. The strip is primarily defined by the Williams/Vancouver couplet north of Russell Street. South of Russell the district extends from Williams Avenue west to just east of Interstate Avenue. The district is shaped by the variety of uses that are located in the surrounding neighborhood. This mixed-use character has intensified as development in the district has unfolded into a housing and professional service corridor, attracted by the growing facilities of the Emanuel Hospital and Health Center complex. Activity within the district reflects three distinct sub-districts, the area north of Dawson Park, the area between Dawson Park and Russell Street and the area between Russell and Hancock Streets.

At the district's south end some industrial uses have been supplanted by new residential, institutional and commercial uses that serve Eliot establishments and residents. The presence and growth of Portland Public Schools headquarters has also attracted related employers. North of Russell and extending all the way to Fremont, the district forms a transitional buffer between the Emanuel Campus and the residential area east of Williams Avenue. This part of the corridor houses new health-related professional specialties, bio-medical businesses, health care providers, medical educational facilities, non-medical professional offices and a significant amount of housing. Expansion of Emanuel Hospital Health Center has occurred but has been limited to the area between Dawson Park and Russell Street.

The district also holds a variety of new multidwelling housing including special needs housing drawn by the close proximity to the area's health service providers. This population is growing as the number of senior citizens in need of geriatric care increases in the population as a whole. The area's residents find attractive recreation facilities available at Dawson Park, Matt Dishman Center and at open spaces developed on the Emanuel Hospital campus. Another factor anchoring this population to the area is the excellent public transportation connections to the entire metropolitan area.

New development in this district is designed to complement Eliot's nearby residential and historic areas. The corridor provides a transition and buffer between the neighborhood's intensive industrial and institutional uses east of I-5 and the more residential area west of Williams. The corridor's mixed use developments include restaurants and retail outlets that serve the residents of the Eliot Neighborhood as well as those working at or frequenting the businesses located within the Williams/Vancouver District.



Four and five story high-density residential development with ground level retail and service uses are called for along parts of the Williams/Vancouver Corridor. This project is the University Park apartments on the South Park Blocks in Downtown Portland.

Drawing from the Central City Plan, drawn by Judy Galantha

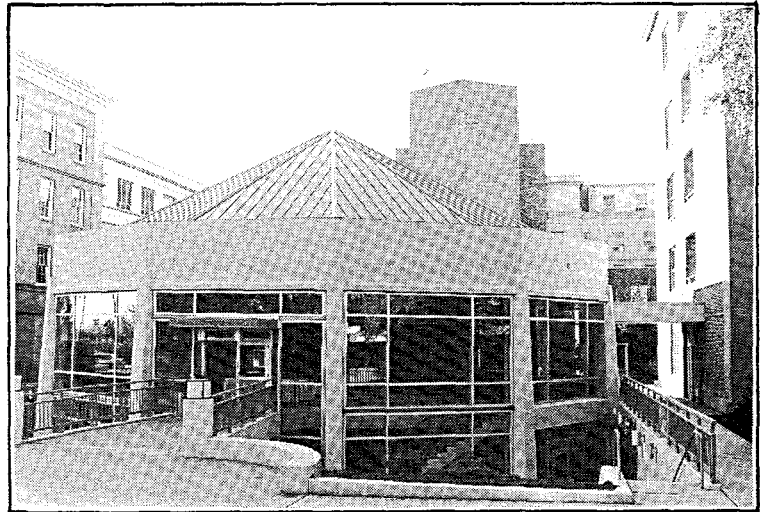
## ***Emanuel Hospital & Health Center Campus***

Emanuel Hospital and Health Center Campus remains an important and recognizable feature of the Eliot Neighborhood. The 100-plus acre campus is shared with the American Red Cross and other health-related institutions. The City's Stanton Yard facilities on the east side of I-5 have been relocated to another industrial area, and the hospital campus has expanded west to the freeway. The Emanuel Campus forms an effective buffer between the industrial uses in the Lower Albina District and the residential areas east of the Williams/Vancouver District.

The growth of the Emanuel Hospital Health Center has been fostered by its serene setting and central location. The Eliot Neighborhood provides an attractive residential environment for the hospital and its close proximity (within five minutes) to the Central City, Union Station, Convention Center, Coliseum complex, Lloyd Center, I-5 and I-84 ensure easy access to related and support facilities. As new housing has developed, many employees of the medical facilities on the Emanuel Campus have chosen to live in the nearby residential areas of the Eliot Neighborhood. Development of the medical campus and neighborhood has been guided by the joint vision statement developed by Emanuel and the Eliot neighborhood in the late 1980s as well as the Eliot Neighborhood Plan and Albina Community Plan.

The Eliot Neighborhood Association and Emanuel have nurtured a special relationship based on the Eliot Neighborhood Vision Statement they jointly developed and both adopted. Emanuel provides career training and job opportunities to those living nearby. The Medical Center also offers incentives for its employees to live within walking distance. Eliot residents are familiar with the institution, they attend meetings, take classes, and hold community gatherings on the campus. Others employed in the Central City have chosen the Eliot Neighborhood as an attractive and urbane place to live that is within walking distance of their jobs.

The Medical Center contributes to the quality of the Eliot Neighborhood through its attractively landscaped grounds, showplace gardens and pleasant network of pedestrian and bicycle ways. The institution's reputation and growth potential has served as a magnet, attracting many related businesses and services, both to the Hospital Campus and the Williams/Vancouver District. Emanuel has taken care to support new small businesses in the area that are owned by residents of the Albina area. The hospital and related facilities also ensure continuing first rate specialized medical care to Eliot's residents.



New Conference Center on the Emanuel Campus is a focal point of many community events as well as medical center related activities.  
Photo by: Michael S. Harrison

## ***Broadway Corridor***

This district forms the southern edge of the Eliot Neighborhood. It is the seam that ties Eliot to the Central City south of Broadway Street. The district is bounded by Broadway on the south, Hancock Street on the north, Seventh Avenue on the east and Williams Avenue on the west.

Traffic problems associated with events at the Memorial Coliseum complex have been solved making this area more attractive to businesses. Businesses in the area serve Eliot residents as well as those visiting the Coliseum, Convention Center or other Central City destinations south of Broadway. Shopping choices have expanded, new restaurants have been established, entertainment establishments have opened and transit service has been expanded along Broadway Street.

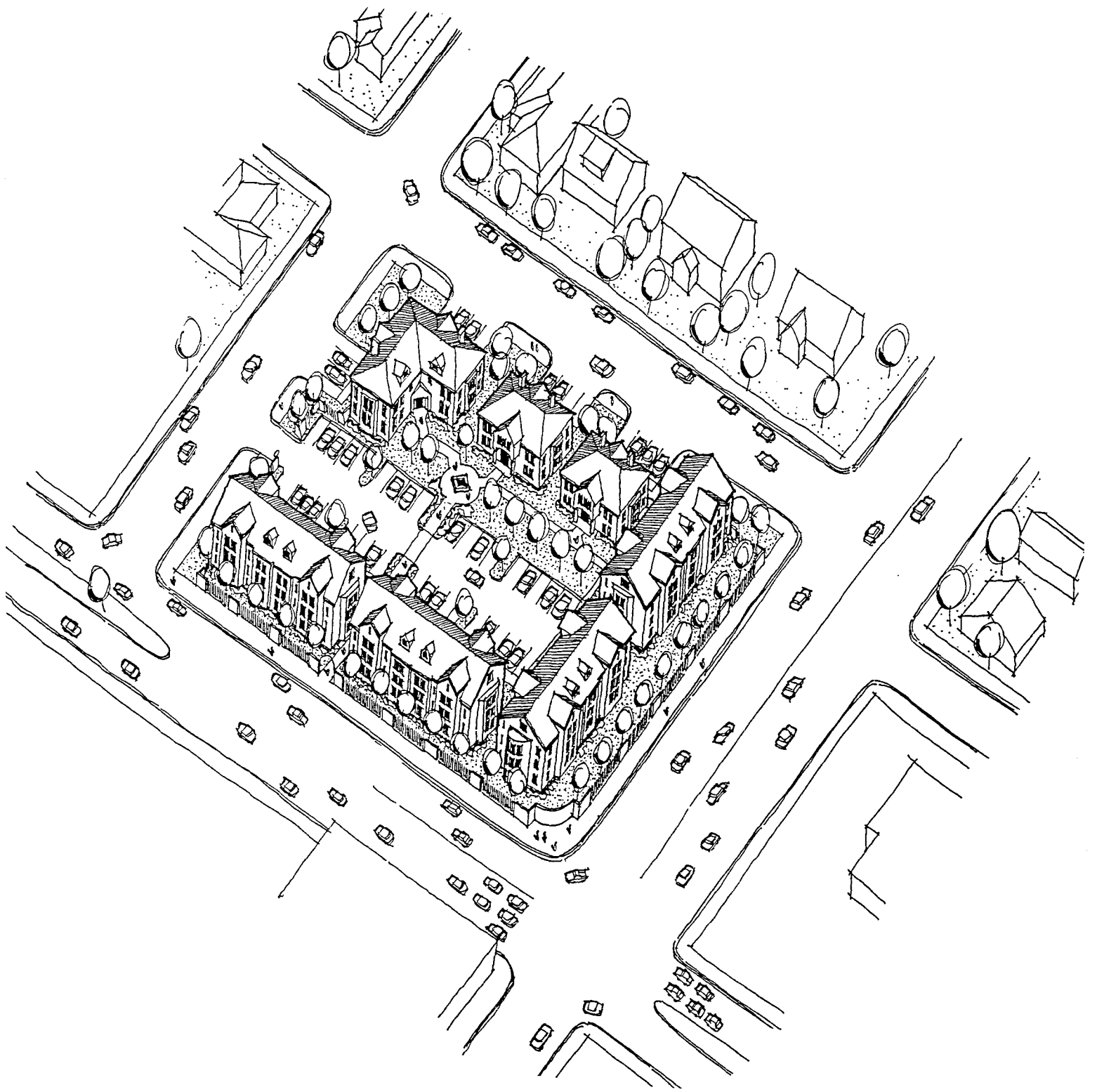
A site in the vicinity of the block bounded by Broadway, Hancock, King and Grand has been developed as a park and as a gateway between the Albina Community and the Central City. This new park includes a memorial to Dr. Martin Luther King, Jr. The memorial includes a representation sculpture of Dr. King, and the complete text of his "I Have A Dream" speech. The design for the new park was selected through a national design competition.



Transition from higher density development along Broadway to the lower density residential area north of Broadway is shown in this drawing illustrating future development of Broadway as a Main Street.  
Drawing by Richard A. Potestio, AIA  
Courtesy of Portland Bureau of Planning Livable City Project

## ***And in 2015 . . .***

When the year 2015 arrives and it is time to update this plan the Eliot neighbors will have the interest and ability to dream as they prepare for the next twenty years.



Architect's concept for a residential development which might be built on land rezoned to high density residential during the Albina Community Plan process along Martin Luther King Jr. Boulevard in the Eliot Neighborhood.

Robert S. Leeb, Architects & Planners, Drawing courtesy of the Portland Development Commission



## **Policies, Objectives & Implementation Actions**

The following statements are policies and objectives to be included in Portland's Comprehensive Plan. Inclusion of this statement in the Comprehensive Plan will make the Eliot Plan a part of Portland's Comprehensive Plan; excluding only the three policies (A through C) that are to be adopted by the Eliot Neighborhood Association only. Future land use changes in the Albina Plan area will be required to conform with the Albina Community Plan and applicable neighborhood plan as well as the city-wide Comprehensive Plan. The Eliot Neighborhood Plan vision, policies, and objectives were adopted as part of the city's Comprehensive Plan by Ordinance No. 166786. They were readopted by Ordinance No. 167054. These policies read:

### **Comprehensive Plan Policies 2.25 and 3.8**

#### ***2.25 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.***

#### ***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.***

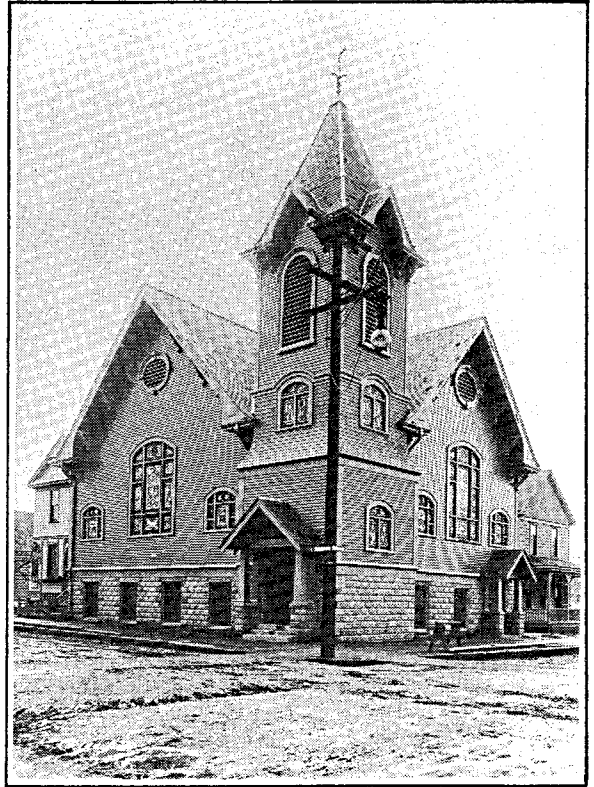
***Objectives: \****

***C. Foster the Eliot Neighborhood through the adoption of the Eliot Neighborhood Plan as a part of Portland's acknowledged Comprehensive Plan. Through implementation of these plans ensure Eliot's growth as a vital and diverse community in the heart of Portland, an exciting and attractive place to live, work and play. Use the Eliot Neighborhood Plan to guide City actions within Eliot, including land use decisions, urban renewal programs and the development of capital improvement projects.***

\* Other objectives associated with policy 3.8 have as their subjects the other neighborhoods within the Albina Community Plan study area which, like Eliot, developed neighborhood plans as part of the district planning effort.







German Methodist Church at the corner of Stanton Street and Rodney Avenue is one of several historic churches located along Rodney Street in the Eliot Neighborhood.  
Oregon Historical Society Photo



## **Eliot Neighborhood Policy A: Community Values**

Promote and retain a mix of racial, ethnic, economic, occupational, educational, religious, age and other groups within the Eliot Neighborhood. This diversity is a main ingredient in Eliot's rich texture.

**(Adopted by the Eliot Neighborhood Association only)**

### **Community Values Objectives:**

- a. Seek the participation of community leaders to steer the destiny of the Eliot Neighborhood Association in ways that reflect the neighborhood's diverse makeup.  
**(Implementation: Eliot and Eliot Neighbors)**
- b. Establish a strong leadership coalition of residents, businesses, government agencies, schools, churches and other groups. Maintain this coalition through an effective communications network established by Eliot Neighborhood Association.  
**(Implementation: Eliot)**
- c. Sponsor seasonal activities and events in the Eliot Neighborhood that celebrate the values of family-oriented community life: history tours, block parties, sports tourneys, neighborhood cleanups, historic walking tours and teas.  
**(Implementation: Eliot, BES)**
- d. Support and participate in community policing.  
**(Implementation: Eliot)**
- e. Strive to be a leader, and to be recognized as a model in the larger Northeast community, throughout Portland, and across the nation. Participate actively in organizations and efforts to improve the community outside Eliot's boundaries.  
**(Implementation: Eliot)**
- f. Continue to build on, and share with adjacent neighborhoods, Eliot's strengths, including:
  - Neighborhood planning efforts;
  - Neighborhood-based appropriate technology;
  - Recycling, community gardens, and energy projects;
  - Working within the City of Portland government structure;
  - Historic preservation; and
  - Sponsoring seasonal activities.**(Implementation: Eliot)**
- g. Support the improvement of water quality in the Willamette River.  
**(Implementation: Eliot)**



Neighborhood clean-up in the Eliot Neighborhood.  
Oregon Historical Society Photo

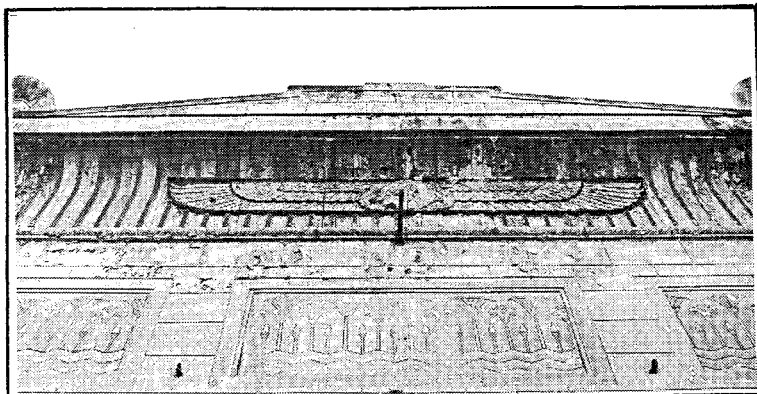
## Eliot Neighborhood Policy B: Neighborhood Identity

Promote Eliot as a culturally vibrant, economically vital, and residentially stable urban community with historic features.

(Adopted by the Eliot Neighborhood Association only)

### Neighborhood Identity Objectives:

- a. Market Eliot for residential, commercial, industrial and institutional developments that are consistent with the Eliot Neighborhood Plan. Emphasize the neighborhood's central locale, its connections to surrounding areas and the many important nearby attractions.  
(Implementation: Eliot, Emanuel, and PP&L and other area Businesses and Realtors)
- b. Build an image of Eliot as an attractive, livable, secure, and conveniently located area. This image should be shared by Eliot's residents, businesses and institutions and those outside the neighborhood.  
(Implementation: Eliot, Emanuel and Eliot Neighbors)
- c. Maintain an attractive appearance as a key component of the neighborhood's image. Eliot should look great! Every aspect of the neighborhood should be well maintained: houses and yards, streets and sidewalks, businesses and institutions, parks and open space, rail yards and riverfront. Act quickly and effectively to correct situations that detract from Eliot's appearance.  
(Implementation: Eliot, Emanuel, other Institutions, Eliot property owners and Eliot residents)
- d. Participate in a joint marketing campaign with major Albina community businesses and institutions, including Emanuel.  
(Implementation: Eliot, Emanuel, PP&L and other Institutions)
- e. Help to build a positive image for the entire Albina community that will attract new businesses, shoppers, visitors, and residents to the area.  
(Implementation: Eliot)
- f. Initiate publicity campaigns that will help re-instill the positive reputation and image of the Eliot Neighborhood.  
(Implementation: Eliot)
- g. Organize and sponsor annual events that improve the image of Eliot, promote better communication between neighbors and bring others into the neighborhood. Activities and events could include clean-up days, seasonal planters, spring flower display contest and a music festival on Russell Street.  
(Implementation: BES, Eliot, Emanuel and Eliot Businesses)



Detail treatment of the cornice on Eliot's Egyptian Theater.  
Photo by: Michael S. Harrison

## **Eliot Neighborhood Policy C: Community Services and Institutions**

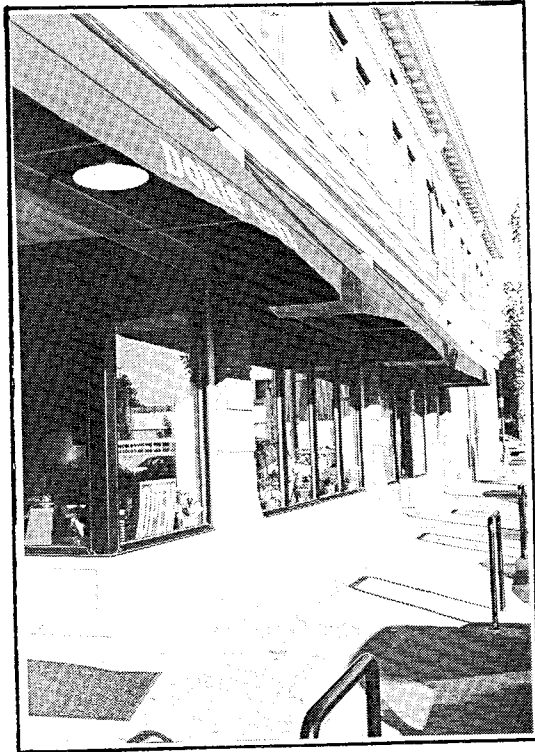
Recognize that businesses and institutions are key participants in community affairs within the Eliot Neighborhood. Ensure that they are informed of opportunities to be actively involved in setting neighborhood priorities. Recognize that these businesses and institutions make significant contributions to the neighborhood's livability.

**(Adopted by the Eliot Neighborhood Association only)**

### **Community Services and Institutions Objectives:**

- a. Take the initiative to identify community services, businesses and institutions and to keep their representatives informed of neighborhood goals and activities through neighborhood newsletters and special mailings, participation in association meetings, direct contact, and other methods.  
**(Implementation: Eliot)**
- b. Encourage leading businesses and institutions located in the Eliot Neighborhood to take pride in working closely with area residents to make the community a better place in which to live, work, do business, and enjoy oneself. These businesses and institutions should understand their unique capabilities to act as catalysts by serving as team leaders for neighborhood projects; providing training and jobs for area residents; acting as role models at schools and mentors for neighborhood youth; opening facilities for community meetings; lending vehicles and tools for neighborhood cleanups; encouraging employees to volunteer for neighborhood service work; and contributing funds.  
**(Implementation: Eliot and businesses and institutions located in the Eliot Neighborhood)**
- c. Set a high aesthetic standard for development projects undertaken by businesses and institutions in the Eliot Neighborhood.  
**(Implementation: Eliot and businesses and institutions located in the Eliot Neighborhood)**
- d. Establish a working partnership between the schools, area businesses and the community that reinforces the decisive role educational institutions play in improving Eliot's future.  
**(Implementation: Eliot and Portland Public Schools)**
- e. Support setting of high standards for the area's schools and students. Emphasize excellence in such a way that it is achieved in the schools and spreads to the adult community. Reduce to zero percent the school dropout rate among the neighborhood's students.  
**(Implementation: Eliot and Portland Public Schools)**
- f. Expand Community School programs, through co-sponsorship with area businesses and institutions, to offer new adult courses in money management, prenatal care, teen/parent relations, home maintenance and other subjects critical to the personal health and success of those living in Eliot.  
**(Implementation: Eliot, Eliot Businesses, Eliot Institutions and Portland Public Schools)**
- g. Encourage students and faculty at institutions of higher education to participate in Eliot neighborhood projects. Their participation will expand the number of priorities which can be handled effectively by Eliot Neighborhood Association.  
**(Implementation: Eliot and Institutions of Higher Education)**

- h. Create successful programs within the community that meet the needs of neighborhood youth at an early age, teach children how to use leisure time, how to choose alternatives, maintain personal health and fitness, and increase self respect by experiencing success.  
(Implementation: Eliot, Portland Public Schools, County and Private participation)
- i. Present annual awards to area businesses and institutions for active community participation, attractive landscaping, construction of new buildings that complement the existing neighborhood, volunteerism and other activities that have tangibly contributed to the achievement of the vision of the Eliot Neighborhood Plan.  
(Implementation: Eliot)
- j. Advocate for the northern light rail transit corridor to be located on Flint Avenue with a stop near the intersection of Flint Avenue and Russell Street.  
(Implementation: Eliot)



Doris' Cafe in the recently restored Smart Building is one of many businesses which enhance the Eliot Neighborhood's livability.  
Photo by: Michael S. Harrison



Future Light Rail Transit will serve the southern portion of the Eliot Neighborhood and the Emanuel Hospital Medical Center Campus. The light rail facility is expected to encourage development near transit stations.

Drawing prepared by the Zimmer Gunsul Frasca Partnership  
Courtesy of the Portland Department of Transportation



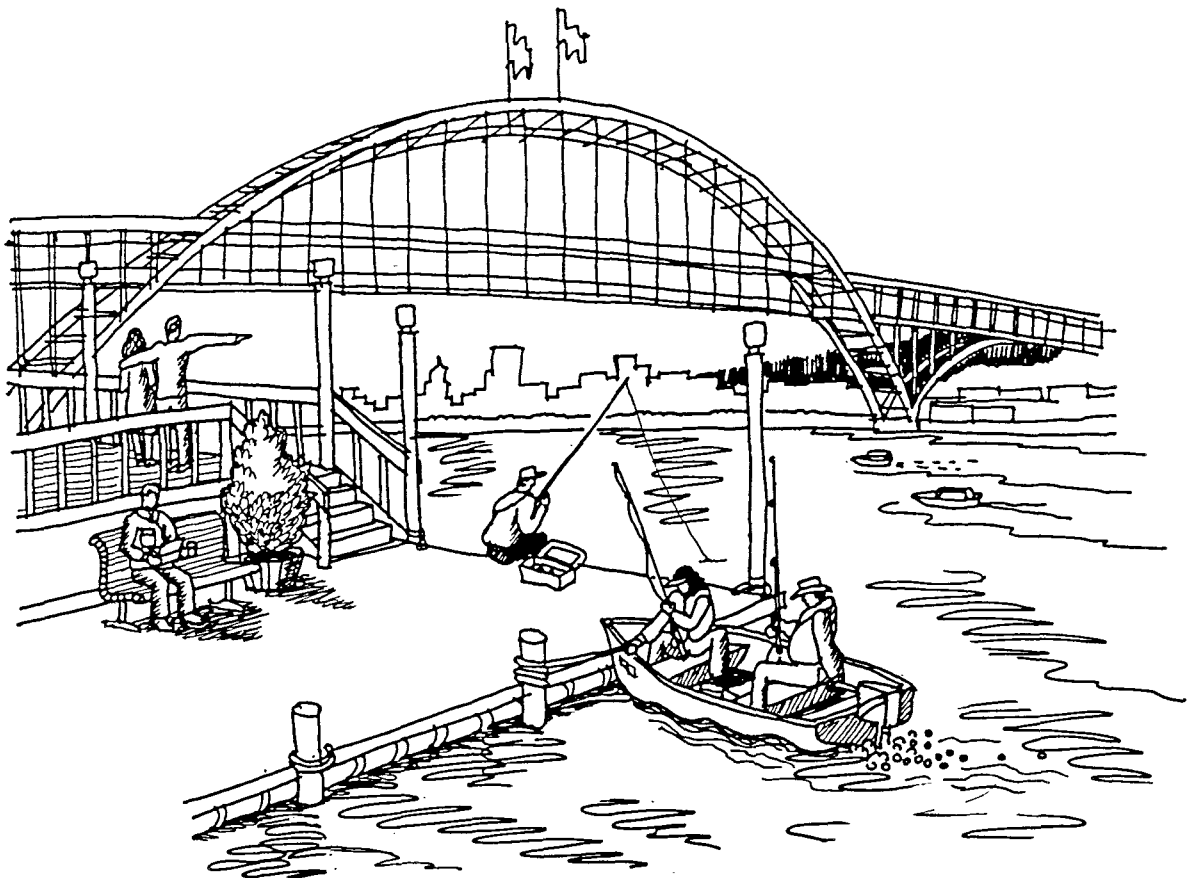


## Introduction to Policies 1 through 16

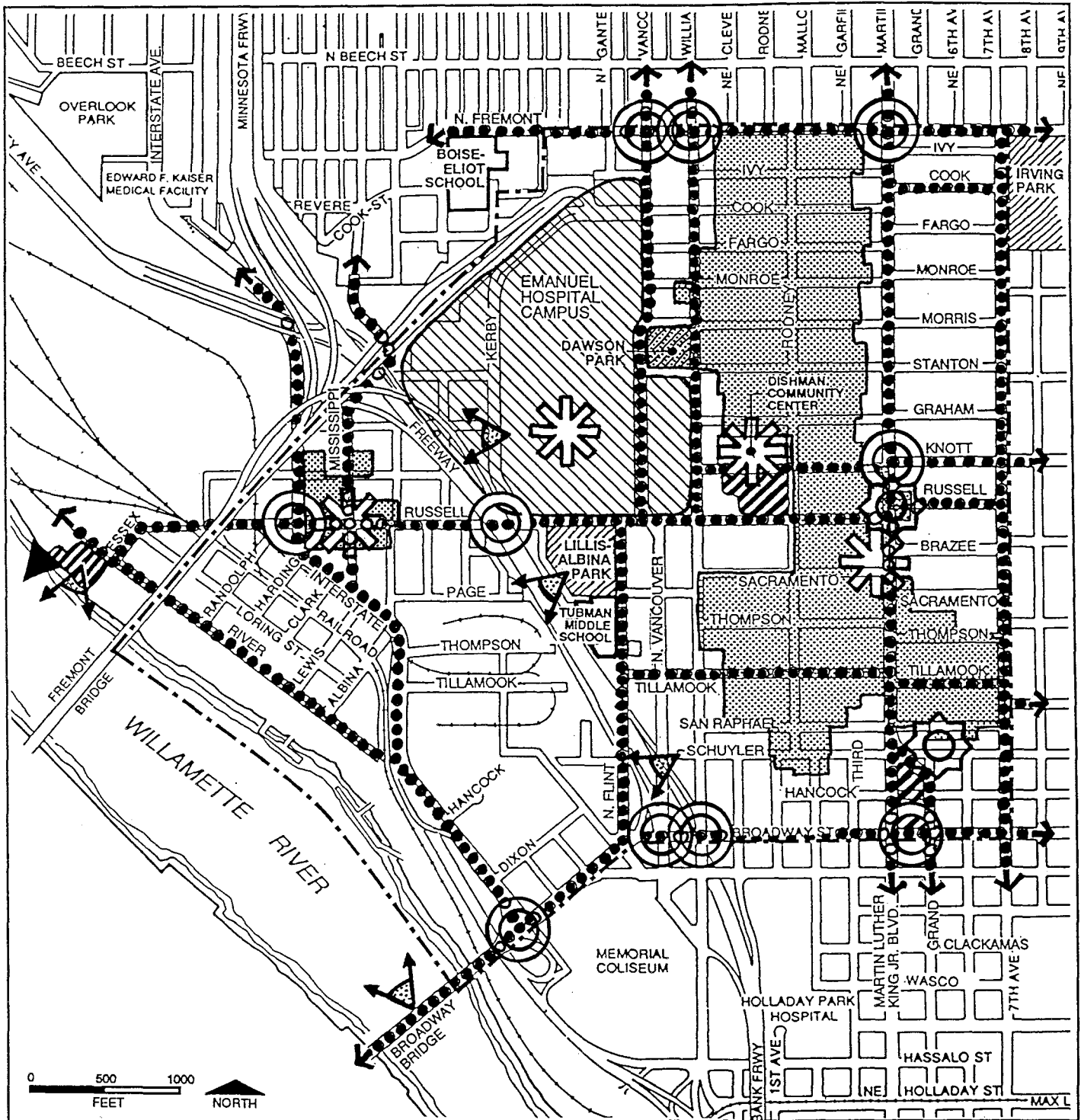
Development in Eliot will be guided by the policies (1 through 16) of the Eliot Neighborhood Plan. These policies exist within the framework of the Albina Community Plan and the City's acknowledged Comprehensive Plan. The Eliot Plan Policies 1 through 16 are part of the Albina Community Plan and Portland's Comprehensive Plan.

The Eliot Plan was prepared initially in 1990 and was adopted by the City in 1993. It is to be regularly updated to consider new opportunities and to reflect current community consensus. The Eliot Neighborhood Association conducted an active outreach program to involve broad segments of the community in the planning process. This outreach was broadened further by the extensive citizen involvement and community outreach programs executed by the North/Northeast Economic Development Alliance and the Portland Bureau of Planning.

Actions implementing Policies 1 through 8 are listed in the action charts found with Policies 9 through 16. The action charts found with Policies 9 through 16 focus on the eight sub-areas the neighborhood is divided into. Each sub-area policy contains specific actions that aim at the implementing of broader policy statements and objectives contained in Policies 1 through 8.





Fishing Pier proposed by the Plan for development on City land, just north of the Fremont bridgehead, on the Willamette's east bank.  
Drawing from the Central City Plan, drawing by Judy Galantha




**LEGEND**

--- Eliot Boundary


 Emanuel Campus

 Historic Design Zone


 Existing Parks


 New Parks


 Gateways

 Public Attraction

 Focal Point

 Pedestrianway

 View Point

 Water Taxi Stop

Eliot Neighborhood Plan - January, 1993  
Bureau of Planning, City of Portland

**Map 2 - URBAN DESIGN CONCEPT PLAN**

## **Policy 1: Historic Conservation and Urban Design**

Retain and strengthen a sense of neighborhood history in Eliot through preservation and restoration of historic structures and other measures.

**(Adopted as part of Portland's Comprehensive Plan)**

### **Historic Conservation and Urban Design Objectives:**

- a. Create Portland historic design districts in Eliot. Prepare an inventory and map of historic buildings as part of the process of establishing historic design districts.  
**(Implementation: Portland Bureau of Planning and Eliot)**
- b. Require new development in the neighborhood to be compatible with the area's historic character.  
**(Implementation: Portland Bureau of Planning)**
- c. Identify structures of architectural or historical significance that may qualify for historic renovation tax incentives including residential, commercial, industrial and institutional buildings.  
**(Implementation: Portland Bureau of Planning and Eliot)**
- d. Develop housing in the neighborhood that is designed to complement Eliot's historic character.  
**(Implementation: Portland Bureau of Planning, Eliot and private developers)**
- e. Reinforce Eliot's identity with gateways and signs that identify entrances to the neighborhood.  
**(Implementation: Eliot, PDOT, ODOT and PDC)**
- f. Create a program to preserve Eliot's early history by recording oral interviews with the area's older residents.  
**(Implementation: Eliot)**
- g. Record and document current neighborhood events and achievements to preserve Eliot's on-going history for future generations.  
**(Implementation: Eliot)**
- h. Organize neighborhood events that capitalize on Eliot's history: tours of historic homes, neighborhood teas and visits to gardens.  
**(Implementation: Eliot)**
- i. Bed and breakfasts locating in Eliot should focus on the area's historic environment.  
**(Implementation: Portland Bureau of Planning and Eliot)**

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## **Policy 2: Neighborhood Development**

Reinforce Eliot's distinctive residential character by creating clearly defined boundaries which separate housing from other uses and protect residential areas from nonresidential encroachment. Retain a healthy mix of industrial firms, commercial businesses, neighborhood oriented retail and service businesses, government agencies, non-profit service institutions, and homes in Eliot.

**(Adopted as part of Portland's Comprehensive Plan)**

### **Neighborhood Development Objectives:**

- a. Reinforce the Eliot Neighborhood as a key residential and commercial support resource for the Lloyd District.  
**(Implementation: PDC, Eliot and Bureau of Planning)**
- b. Make copies of this Plan available to interested Eliot residents, business owners and those interested in development within the Eliot Neighborhood.  
**(Implementation: Bureau of Planning)**
- c. Encourage investment in home ownership in Eliot by renovating existing housing.  
**(Implementation: Eliot, PDC, Bureau of Buildings, CDCs and Bureau of Planning)**
- d. Foster the development of new housing including attached single-dwelling infill units within the residential core; higher-density developments along the borders of existing residential areas, elderly and special needs housing and apartments above stores on commercial corridors.  
**(Implementation: PDC, Eliot and Bureau of Planning)**
- e. Create amenities that support and strengthen Eliot's residential areas. Consider such things as retail and service businesses oriented to the neighborhood and street trees.  
**(Implementation: PDC, Eliot and PDOT)**
- f. Work actively with developers on design and signage, to ensure that new projects are compatible with the neighborhood's character.  
**(Implementation: Eliot, PDC and Bureau of Planning)**
- g. Control and correct problems from nuisance businesses, ensure timely enforcement of building codes, and removal of eyesores.  
**(Implementation: Eliot, Bureau of Buildings, PDC and Bureau of Planning)**
- h. Designate and improve gateways to the Eliot Neighborhood to create pleasant experiences at key entry points.  
**(Implementation: Eliot, PDOT, ODOT, Emanuel and PDC)**

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### **Policy 3: Housing**

Maintain and reinforce Eliot's residential areas as a home to families with children, young adults, and seniors who appreciate a close-in urban setting. Ensure that non-housing activities in designated residential areas are adapted to reinforce the residential character of these areas. Maintain the clear boundaries that were presented in the Comprehensive Plan and adopted in 1993 through the Albina Community Plan between business areas and lower density residential areas within the Eliot Neighborhood.

**(Adopted as part of Portland's Comprehensive Plan)**

#### **Housing Objectives:**

- a. Protect Eliot's residential areas from encroachment by industrial and/or commercial development.  
**(Implementation: Eliot and Bureau of Planning)**
- b. Foster the development of up to 500 new units of housing in Eliot during the next twenty years.  
**(Implementation: Eliot, NECDC, HAP, Bureau of Planning-Housing Section, BCD, PDC and Private Developers)**
- c. Stabilize the residential area bounded by Fremont, Broadway, King Boulevard and Vancouver, as well as the area between King Boulevard and Seventh Avenue.  
**(Implementation: Eliot, Bureau of Planning and PDC)**
- d. Bring the income range of those residing in the Eliot Neighborhood into better balance by attracting new middle-income residents to the neighborhood.  
**(Implementation: Eliot, Bureau of Planning-Housing staff)**
- e. Ensure that new multidwelling housing is designed to respect existing single-dwelling residential patterns.  
**(Implementation: Eliot, Bureau of Planning)**
- f. Ensure that new housing in Eliot is designed to capitalize on, complement and emphasize the neighborhood's historic character.  
**(Implementation: Eliot, Bureau of Planning)**
- g. Foster the development of residential units in residentially zoned portions of the neighborhood and as part of commercial projects along such streets as Vancouver, Williams, Russell and King.  
**(Implementation: Eliot, Bureau of Planning and PDC)**
- h. Target Eliot as a neighborhood for special housing programs and incentives that encourage community development corporations and other non-profit housing groups to be active in Eliot. Encourage innovative and experimental housing projects.  
**(Implementation: Eliot, CDCs, AIA, HAP, Bureau of Planning-Housing staff, BCD and PDC)**
- i. Rehabilitate historic buildings and promote creation of historically compatible housing in Eliot.  
**(Implementation: Eliot, CDCs, Bureau of Planning-Housing Section, BCD, PDC and Eliot private property owners)**

- j. Encourage development of special needs housing which benefits from proximity to the facilities and services for the disabled and senior citizens located at the Emanuel Hospital campus.  
**(Implementation: Eliot, Emanuel, CDCs, HAP, Bureau of Planning-Housing Section, BCD, PDC and Private Developers)**
  
- k. Incorporate pedestrian amenities and attractions which reinforce the character of Eliot's residential areas in the design of new commercial and industrial development located along the borders of the Eliot Neighborhood. Include landscaping, special sidewalk and crossing treatments, open spaces, public art, street trees, fountains, underground utilities, benches, kiosks, ornamental lighting standards at key locations and other street amenities.  
**(Implementation: Eliot, Emanuel, PDC, PDOT, Eliot Neighborhood Property Owners and Developers)**

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Proposed infill housing development.  
Design by Andrew Thomas in association with Stickney & Murphy Architects  
The Essential Housing Competition, American Institute of Architects

## Policy 4: Transportation

Ensure that the Eliot Neighborhood is an increasingly convenient place to live, raise a family, run a business, work, and have fun. The neighborhood is and should remain highly accessible, drawing upon many transportation modes including: auto, truck, pedestrian, bicycle, light rail transit, bus, train, boat and helicopter.

(Adopted as part of Portland's Comprehensive Plan)

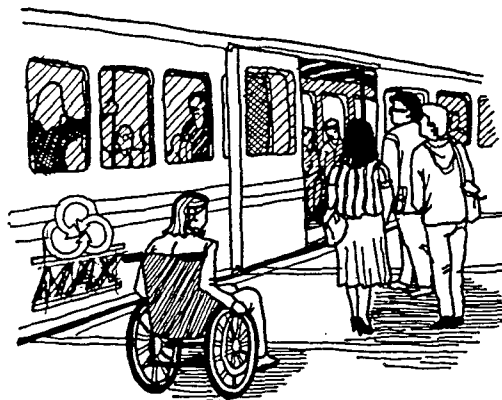
### Transportation Objectives:

- a. Upgrade public transit service through development of a new north corridor light rail transit line that connects Eliot to jobs, schools, shopping and entertainment located throughout the region.  
(Implementation: PDOT, Tri-Met, METRO and ODOT)
- b. Develop pedestrian and bicycle paths along designated routes throughout the Eliot Neighborhood.  
(Implementation: PDOT)
- c. Develop a water taxi stop in Lower Albina that allows Eliot residents to travel by boat to downtown and other riverfront areas, and brings visitors to Eliot.  
(Implementation: Parks, PDOT and Private)
- d. Emphasize the major gateways to Eliot using transportation system improvements and other amenities. These gateways are located at Broadway and Martin Luther King Jr. Boulevard, Fremont Bridge, Interstate and Russell, as well as at other prominent entry points: Broadway and Interstate, Broadway and Williams/Vancouver, Fremont and King Boulevard, Fremont and Williams/Vancouver.  
(Implementation: Eliot, Emanuel, PDC, PDOT and Tri-Met)
- e. Establish a neighborhood parking mitigation program for Eliot that protects the area from becoming a parking opportunity for the new development occurring in the Lloyd District to the south.  
(Implementation: Eliot, Portland Trail Blazers and PDOT)

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The Eliot Neighborhood Plan supports the enhancement of transportation facilities for alternative modes of travel. Drawings from the Central City Plan; by Judy Galantha



## Policy 5: Employment

Provide Eliot residents a wide choice of employment opportunities within a few minutes of their homes.

(Adopted as part of Portland's Comprehensive Plan)

### Employment Objectives

- a. Ensure that Eliot residents have ready, affordable and convenient access to major employment centers.  
(Implementation: Eliot, PDOT and Tri-Met)
- b. Establish a partnership between Emanuel and other area employers with Eliot Neighborhood Association. The partnership will emphasize local employment, sponsoring job awareness programs in schools, hiring neighborhood residents for entry-level positions, providing on-the-job and career training.  
(Implementation: Eliot, Emanuel, PDC and North/Northeast Business Association)
- c. Encourage employers in the Eliot Neighborhood to provide career opportunities for area residents.  
(Implementation: Emanuel, PDC, North/Northeast Business Association and Bureau of Planning)
- d. Operate special training and placement programs with schools, community colleges, and public job training agencies in conjunction with the partnership created by area employers and the Eliot Neighborhood.  
(Implementation: Eliot, Emanuel, PDC and PCC)
- e. Develop businesses and support agencies which provide affordable dependent care in the neighborhood, allowing parents to work full-time.  
(Implementation: Eliot, County, Portland Public Schools and State)
- f. Collaborate with public agencies, service organizations, and educational institutions to establish a special program that promotes entrepreneur-ship and self-employment as an employment option in the Eliot Neighborhood and elsewhere within the Albina Community.  
(Implementation: Eliot, PDC and Others)

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Medical, Biotechnology and other high technology employment opportunities are expected to be attracted by the growth of the Emanuel Campus in Eliot.  
Drawings from the Central City Plan; by Judy Galantha



## **Policy 6: Business and Economic Development**

Recognize the Eliot Neighborhood's heritage as a location for both established businesses and new firms needing a central location. Maintain the clear boundaries that were presented in the Comprehensive Plan and adopted in 1993 through the Albina Community Plan between business areas and lower density residential areas within the Eliot Neighborhood. Clearly define business areas within the Eliot Neighborhood. Continue Lower Albina as an industrial sanctuary, but with Russell Street providing an opportunity for a broader mixture of uses. Encourage concentrations of commercial development at major intersections along Martin Luther King Jr. Boulevard. Concentrate medical and related professional services on the Emanuel Hospital Campus. Encourage the growth of retail and service businesses in the Broadway corridor to better connect the Eliot Neighborhood with the Lloyd District.

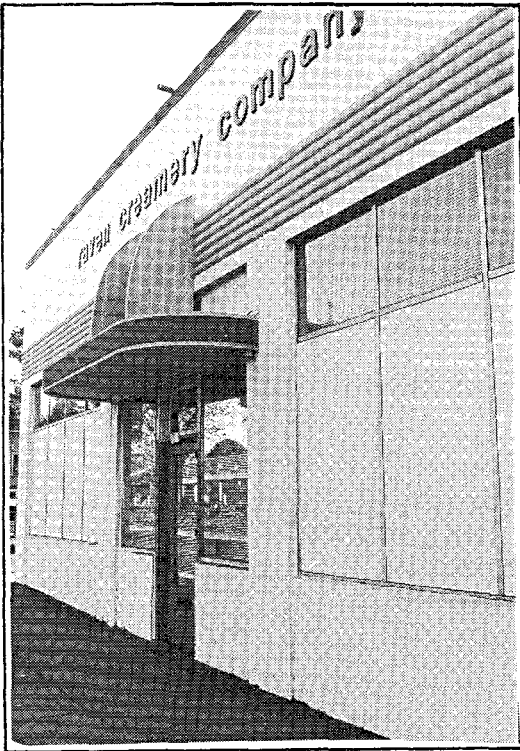
**(Adopted as part of Portland's Comprehensive Plan)**

### **Business and Economic Development Objectives:**

- a. Protect residential areas of Eliot from further encroachment of industry and safeguard firms located in industrial areas from incompatible uses.  
**(Implementation: Eliot, Portland Bureau of Planning, Bureau of Buildings)**
- b. Foster the establishment and success of entertainment businesses such as movie theaters, playhouses and live music clubs. These improve neighborhood livability for residents and introduce visitors to Eliot.  
**(Implementation: Eliot and PDC)**
- c. Foster the creation of new, unique attractions (live music, jazz museum, model railway, rail yard viewing platform and interpretive center) that bring visitors to Eliot throughout the day, week and year.  
**(Implementation: Eliot, PDC and MAC)**
- d. Seek to aid the relocation, within the City, of businesses located within Eliot that are being displaced or require room for expansion.  
**(Implementation: PDC)**
- e. Foster the development of more and better shops that will serve the neighborhood's growing population. Locate these at commercial nodes along Martin Luther King Jr. Boulevard, Williams/Vancouver, Russell, and Broadway. Include groceries, restaurants, dry cleaners, variety stores, pharmacies and other similar retail establishments.  
**(Implementation: PDC and Eliot)**
- f. Preserve the Lower Albina area as an industrial sanctuary protected from commercial encroachment while recognizing that some new commercial features are compatible with the industrial sanctuary designation. Examples include public access to the Willamette River, at a small new riverfront park, a pedestrian/bicycle path, and commercial/mixed use development in the Russell Street Historic Design District.  
**(Implementation: PDC, PDOT, Parks, Bureau of Planning and Eliot)**
- g. Support the development of Russell Street in Lower Albina as an evening entertainment center, a hub of Portland's live music community. This nighttime activity should not interfere with Lower Albina District's primary business as an industrial center.  
**(Implementation: Eliot, PDC, Portland Musicians Guild and Bureau of Planning)**

- h.** Increase the efficiency of access to waterfront and other industrial land with rail crossing improvements that reduce train/motor vehicle conflicts.  
**(Implementation: ODOT/PDOT)**
  
- i.** Expand and reinforce the "community service corridor" developed between Knott and Russell Streets and Williams and King Boulevard to hold key community services and institutions including: a community center, library, County labs, and new other services. Promote the area as a possible location for Multnomah County Library's regional computer software and video lending center. Develop this community service corridor as the principal transportation access route to Emanuel's campus and Lower Albina Industrial District from King Boulevard.  
**(Implementation: Eliot, PDOT, County and Bureau of Planning)**

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Raven Creamery Company is one of many businesses within the Eliot Neighborhood whose growth is facilitated by adjustments in zoning boundaries made as part of the Albina Community Plan process.  
Photo by: Michael S. Harrison

## **Policy 7: Recreation, Parks and Open Space**

Ensure that Eliot's park and recreational opportunities are representative of Portland's outstanding city-wide parks and recreation system, and contribute significantly to neighborhood livability.  
(Adopted as part of Portland's Comprehensive Plan)

### **Recreation, Parks and Open Space Objectives:**

- a. Provide public access to the riverfront through creation of a new riverfront park that will help to change the neighborhood's image, endow Eliot with a recreation asset and symbolize the neighborhood's transformation.  
(Implementation: Eliot, Parks and PDOT)
- b. Develop a new park and statue commemorating Dr. Martin Luther King, Jr. located near the intersection of Martin Luther King Jr. Boulevard and NE Broadway. This memorial and park should become a prominent east side visitor attraction, a gateway to Northeast Portland, and a symbol for the Northeast's (and Eliot's) revitalization.  
(Implementation: Eliot, PDC and Parks)
- c. Encourage the Matt Dishman Community Center to offer a variety of activities and programs for the community's children, youth and adults.  
(Implementation: Parks)
- d. Relocate the PP&L substation across the street from the Matt Dishman Community Center and develop the site as a park that complements the community services corridor.  
(Implementation: Eliot, PP&L and Parks)
- e. Provide supervised park and recreation programs that are available for all neighborhood youth after school.  
(Implementation: Eliot, Parks and Private)
- f. Seek agreements with area property owners to allow vacant lands to be planted and maintained as green space until development occurs. Some smaller spaces should be transformed to become community garden plots.  
(Implementation: Eliot and Area Property Owners)
- g. Create and preserve attractive open space adjacent to major institutions.  
(Implementation: Area Institutions, Eliot and Bureau of Planning)
- h. Ensure that bicycle and pedestrian routes developed on public and private rights-of-way provide recreational opportunities to people of all ages.  
(Implementation: Eliot, PDOT and Parks)

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## Policy 8: Livability and Public Safety

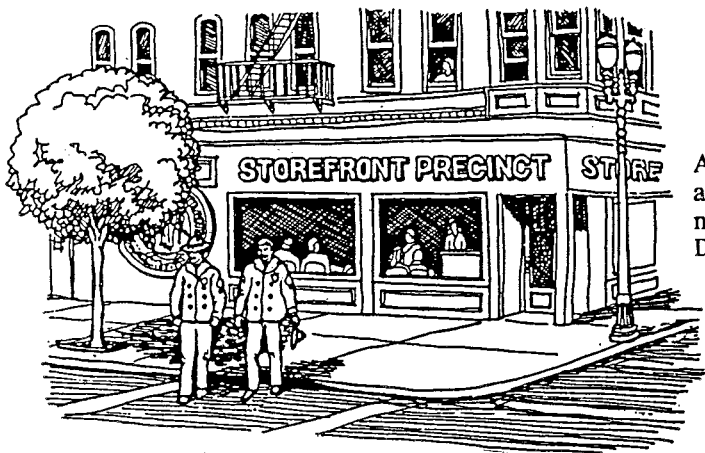
Reinforce both a sense of neighborhood and of security for persons who live and work in Eliot.

(Adopted as part of Portland's Comprehensive Plan)

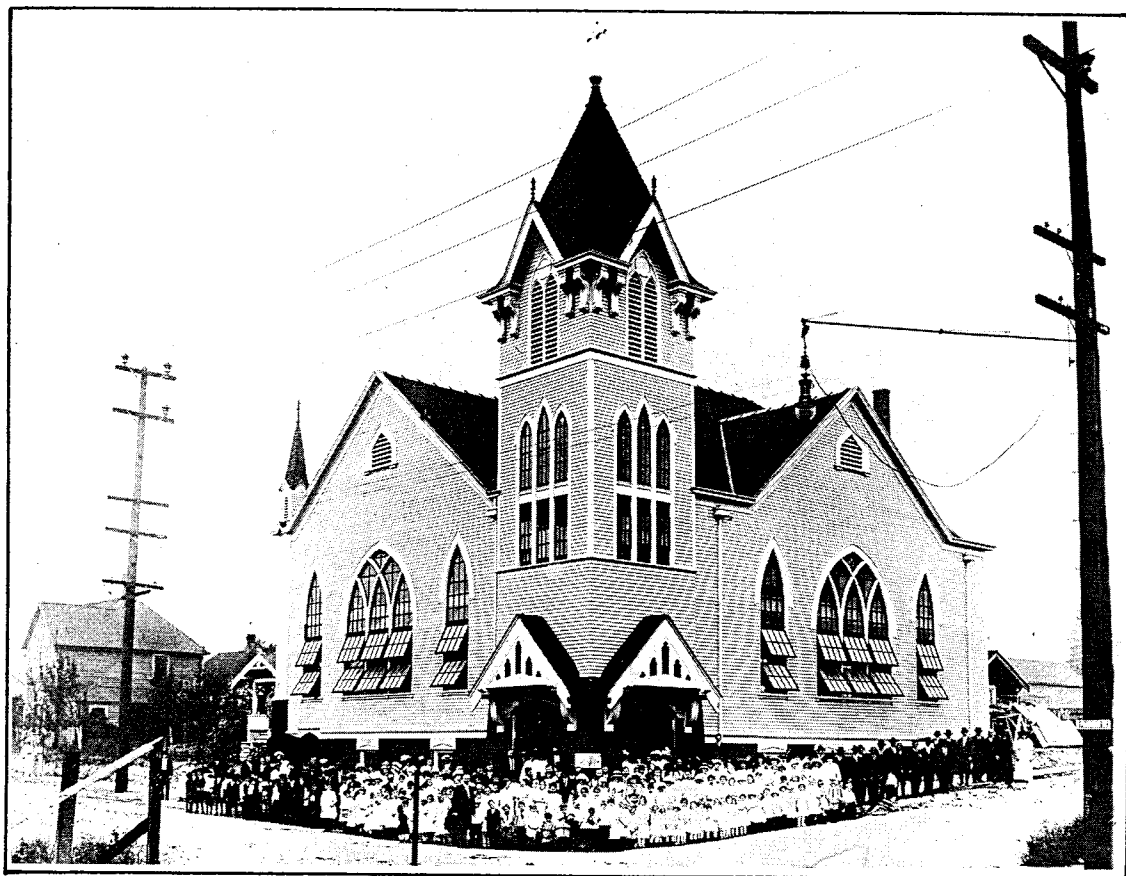
### Livability and Public Safety Objectives

- a. Encourage Portland's police to participate in community affairs and to get to know the Eliot Neighborhood and neighbors.  
(Implementation: Police)
- b. Reduce fear of crime and the number of crimes in Eliot.  
(Implementation: Police, Eliot)
- c. Support the sense of neighborhood and security with neighborhood oriented recreational programs. Ensure that there are teams and leagues available for every child and youth.  
(Implementation: Eliot, Parks, Portland Public Schools, County and Private)
- d. Offer public service oriented projects for youth such as tree planting, neighborhood clean-ups, plant-a-thons and other activities that help youth develop a sense of ownership and participation in the neighborhood and community.  
(Implementation: Eliot, BES, Parks, PIC)
- e. Encourage Emanuel and other area businesses and institutions to contribute to the safety and beauty of the Eliot community through good lighting, appropriate landscaping, secured parking areas, regular security patrols, and other security measures.  
(Implementation: Eliot, Emanuel, Other Institutions and Bureau of Planning)
- f. Support programs like "Block Watch" that encourage personal interaction between neighbors on a block by block basis.  
(Implementation: ONA, Eliot)

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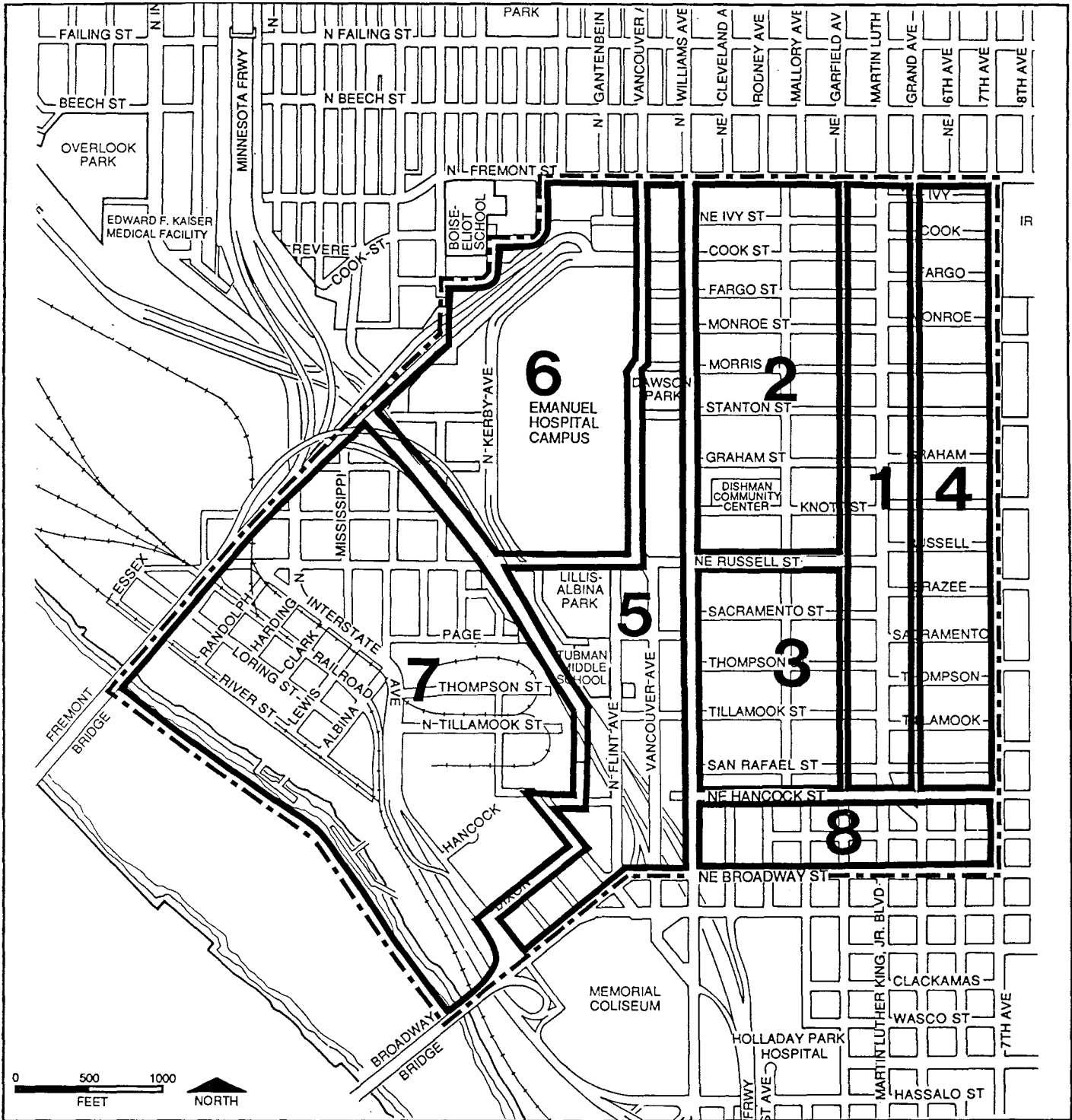


A community policing center is called for by the Plan at a location along Martin Luther King Jr. Boulevard near Russell Street.  
Drawings from the Central City Plan; by Judy Galantha



Historic photograph of church and congregation located in North Eliot on Rodney Street.  
Oregon Historical Society Photo





**LEGEND**

**DISTRICTS**

- 1 Martin Luther King Jr. Blvd.
- 2 Northern Eliot
- 3 Southern Eliot
- 4 Seventh Avenue Ribbon
- 5 Williams / Vancouver
- 6 Emanuel Campus
- 7 Lower Albina
- 8 Broadway Corridor

- Eliot Neighborhood Boundary
- District Boundaries

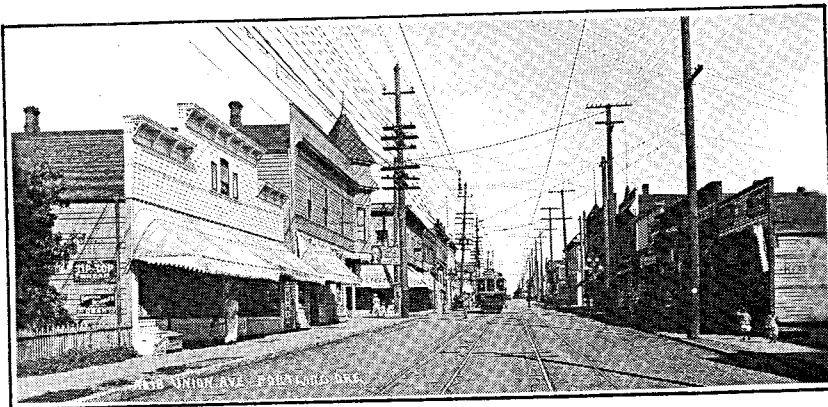
**Map 1 - POLICY DISTRICTS**

## Policy 9: Martin Luther King Jr. Boulevard

Recognize that Martin Luther King Jr. Boulevard has been the “Main Street” for the Eliot Neighborhood and the Albina Community by encouraging concentrations of commercial activity at major intersections. Maintain the clear boundaries that were presented in the Comprehensive Plan and adopted, in 1993, through the Albina Community Plan between intense development (employment, commercial and/or housing) and lower density residential property to preserve the area’s carefully thought-out balance of uses and to buffer the impacts of intense development. (Adopted as part of Portland’s Comprehensive Plan)

### Martin Luther King Jr. Boulevard Objectives:

- a. Create an attractive environment on King Boulevard for pedestrians using street furniture such as plantings, bollards and street trees.
- b. Extend Portland’s “two-lantern” ornamental cast iron lighting standards north of Broadway on King Boulevard.
- c. Concentrate intense business activity in a single strip from Broadway to just beyond Graham that has adequate depth to attract new commercial and mixed use developments.
- d. Improve the appearance of the median on King Boulevard through such means as landscaping it with flowering plants.
- e. Foster the assembly of marketable sites and protect adjacent residential areas from through traffic.
- f. Rezone the area north of the Russell Street commercial node on King Boulevard for urban mixed use developments allowing higher density residential development above retail and service commercial uses.
- g. Create a special gateway treatment for the area of King Boulevard between Knott and Russell Streets celebrating connections to Irvington on the east and the Emanuel Hospital Campus to the west.
- h. Encourage neighborhood oriented business activities, among others, from Broadway Street to Fremont Street along Martin Luther King Jr. Boulevard.
- i. Protect residential areas on blocks abutting Martin Luther King Jr. Boulevard from further encroachment by business.



Historic Photograph of Martin Luther King Jr. Boulevard (then known as Union Avenue) during the trolley car era.  
Oregon Historical Society Photo



## Policy 9 Action Chart: Martin Luther King Jr. Boulevard

#	Actions	Time				Implementors /Advocates
		Adopted With Plan	On-Going	Next 5 Yrs	6 to 20 Yrs	
<b>PROJECTS</b>						
EK 1	Plant street trees along the full length of King Boulevard.				X	PDC
EK 2	Extend Portland's cast iron ornamental lights north of Broadway on King or create a unique street light design for King Boulevard.				X	PDC/PDOT
EK 3	Create attractive crossings for pedestrians to use when crossing King Boulevard.				X	Parks, PDOT PDC
EK 4	Develop a park as a gateway at or near the area bounded by Hancock, Broadway, King and Grand as a memorial to Dr. Martin Luther King, Jr.				X	PDC/Parks Grass-roots funding drive
EK 5	Establish an Albina Arts Center on King Boulevard in the vicinity of Knott Street.				X	MAC NEA/Parks
EK 6	Establish another gateway at King and Fremont celebrating the transition between the King and Eliot Neighborhoods.				X	Eliot/PDC Parks PDOT/ODOT
<b>PROGRAMS</b>						
EK 7	Assemble sites for redevelopment along King and create street improvements that will help to attract business and residential investment.				X	PDC/PDOT/ Private
EK 8	Foster the location of commercial businesses around the node that centers on the intersection of King and Knott.			X		PDC
EK 9	Conduct an international design competition to select a design for a memorial to Dr. King.			X		PDC/Bureau of Planning/MAC
<b>REGULATIONS</b>						
EK 10	Establish multidwelling zoning on the sections of King designated for residential that is urban, multi-storied, allowing ground level retail and service space.	X				Bureau of Planning
EK 11	Create a process that will ensure that new development along King is compatible with adjacent lower density residential and historic areas.	X				Bureau of Planning

**Note:** Action charts were adopted by City Council resolution. They are a starting place. Some will need to be adjusted and others will be replaced with proposals found to be more feasible. For most actions an implementation leader is listed. This listing is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.

The Smart Building on Martin Luther King Jr. Boulevard is the center of historic structures which enhance the area along King around Russell Street.  
Photo by: Michael S. Harrison

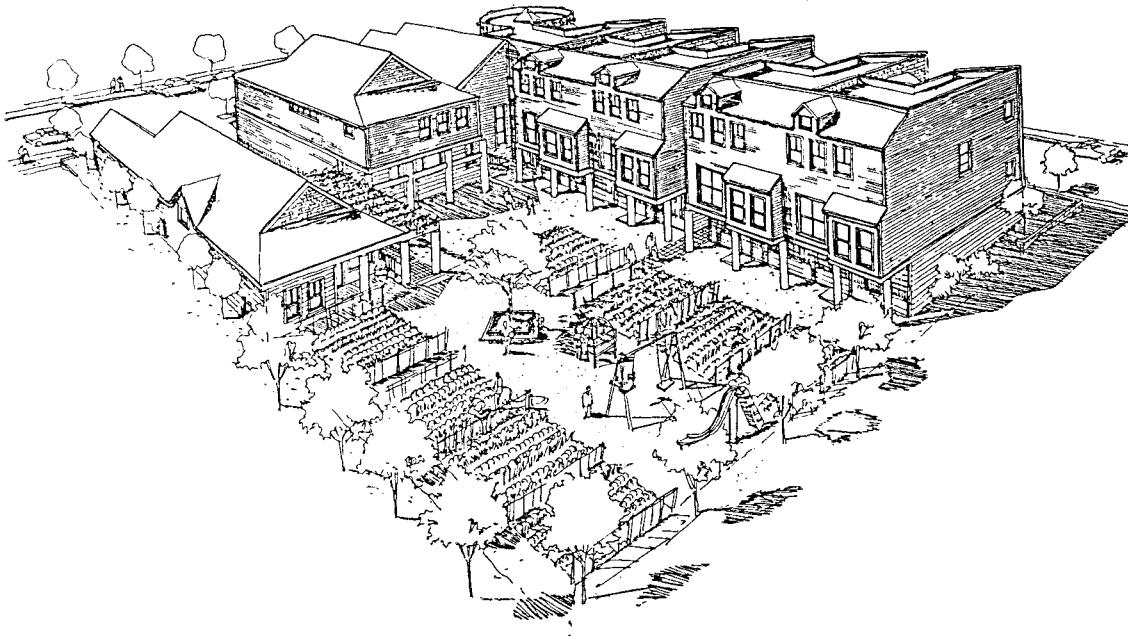


## Policy 10: Northern Eliot

Reinforce Northern Eliot as an historic design zone and residential area.  
(Adopted as part of Portland's Comprehensive Plan)

### Northern Eliot Objectives:

- a. Establish an historic design district in Northern Eliot that promotes the restoration of existing development and construction of new architecturally compatible infill housing.
- b. Limit through traffic from King Boulevard or the Emanuel Hospital Campus penetrating local streets between King and Williams.
- c. Encourage new high density housing with an urban character to develop along King Boulevard and Williams Avenue.



**Infill rowhouse development.** By eliminating side yards an opportunity is created for large back yards which can accommodate shared gardens and children's outdoor play space.

Design by Curtis McGuire and Steve Choe, Curtis McGuire Design  
The Essential Housing Competition, American Institute of Architects

## Policy 10 Action Chart: Northern Eliot

#	Actions	Time				Implementors /Advocates
		Adopted With Plan	On-Going	Next 5 Yrs	6 to 20 Yrs	
<b>PROJECTS</b>						
EN 1	Provide street trees throughout Northern Eliot.				X	Eliot
EN 2	Through the neighborhood traffic management program buffer the residential portions of Northern Eliot from through traffic. Pay particular attention to the intersections of Rodney and Knott, Rodney and Fremont and intersections along both Williams and King.			X		PDOT,
EN 3	Study traffic issues on Fremont, King and Williams and examine alternatives including reclassification of Fremont west of King as a neighborhood collector and/or redirecting freeway traffic onto Kerby and south to Russell Street.			X		PDOT
EN 4	Redevelop the PP&L substation site as a public park.				X	PP&L and Parks
EN 5	Expand the Matt Dishman facility with a covered aquatic center.			X		Parks
EN 6	Open a new branch library in Northern Eliot.				X	County Library
<b>PROGRAMS</b>						
EN 7	Establish a "block care" program that involves neighbors in a group effort to improve the character of Eliot's residential streets.		X			Eliot Neighborhood
EN 8	Establish a regional center for lending videotapes and computer software on Russell Street.			X		County Library
<b>REGULATIONS</b>						
EN 9	Include this area in a new Eliot Neighborhood Historic Design Zone.	X				Bureau of Planning
EN 10	Establish residential and mixed use portions of Northern Eliot as "distressed areas" making them eligible for ten-year property tax abatement for new housing construction and housing rehabilitation.	X				City
NE 11	Identify and protect significant views to the Downtown, West Hills, and Fremont Bridge.			X		Bureau of Planning

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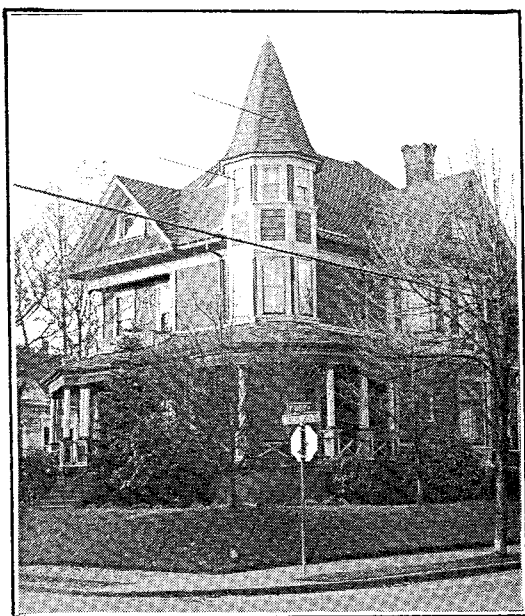
## Policy 11: Southern Eliot

Preserve and reinforce the residential character of Southern Eliot while allowing a mixture of uses and protecting historic resources.

(Adopted as part of Portland's Comprehensive Plan)

### Southern Eliot Objectives:

- a. Include Southern Eliot in a new Eliot Neighborhood Historic Design District and ensure that all new development responds to the area's historic quality.
- b. Provide Southern Eliot with street furniture, street trees and other amenities that reinforce its historic character.
- c. Encourage the establishment and growth of commercial and light manufacturing uses in those areas of Southern Eliot not designated as residential.
- d. Encourage the creation of new housing that is compatible with Southern Eliot's historic character.
- e. Recognize Southern Eliot's close proximity to the new Oregon Convention Center by:
  - Allowing bed-and-breakfast inns to locate in residential portions of Southern Eliot;
  - Encouraging the location of restaurants, cafes and other businesses that will serve Convention Center visitors, as well as Eliot neighbors, in Broadway Corridor areas of Southern Eliot; and
  - Provide information at the Convention Center and other visitor information locations about the Historic Eliot Neighborhood and businesses in Eliot that may be of interest to visitors.



Historic home located at the center of the Southern Eliot Sub-district.  
Photo by: Michael S. Harrison

## Policy 11 Action Chart: Southern Eliot

#	Actions	Time				Implementors /Advocates
		Adopted With Plan	On-Going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
SE 1	Plant street trees throughout Southern Eliot.			X		Parks/BCD
SE 2	Through the neighborhood traffic management program protect residential portions of the district from through traffic. Pay particular attention to the intersection of Rodney and Russell and to the intersections along Williams and King.			X		PDOT
	<b>PROGRAMS</b>					
SE 3	Block care.		X			Eliot
SE 4	Establish a loan fund supporting the formation of new businesses that serve both the Oregon Convention Center and the local market.		X			PDC
	<b>REGULATIONS</b>					
SE 5	Include Southern Eliot in the new Eliot Historic Design Zone.		X			Bureau of Planning
SE 6	Preserve and enhance views from public viewpoints of the Downtown, Fremont Bridge, West Hills and Willamette River			X		Bureau of Planning
SE 7	Establish residential and mixed use portions of Southern Eliot as distressed areas making them eligible for ten year property tax abatement for new housing construction and housing rehabilitation.		X			Bureau of Planning

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Compatible infill development which is consistent with guidelines for new residential construction.  
 Drawing courtesy of Michael Moedritzer, Architect  
 The Essential Housing Competition, American Institute of Architects

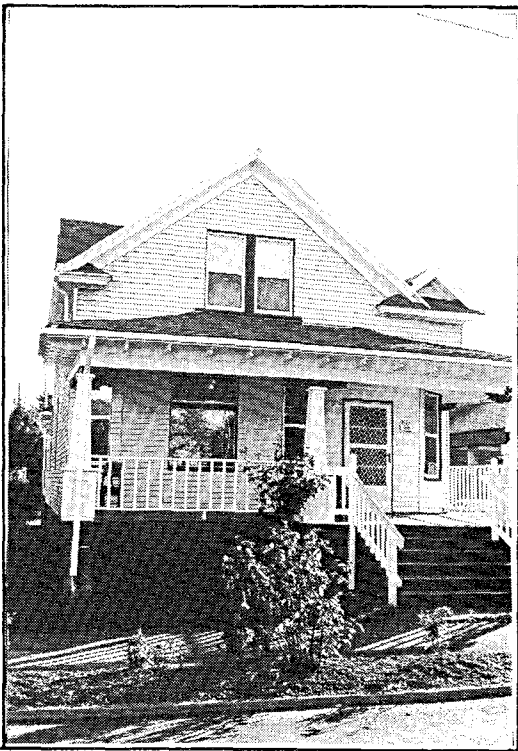
## **Policy 12: Seventh Avenue Ribbon**

Encourage the growth of business, mixed use and urban higher density residential development activities along Martin Luther King Jr. Boulevard while emphasizing a lower density pattern of infill residential development east of the King Boulevard corridor.

(Adopted as part of Portland's Comprehensive Plan)

### **Seventh Avenue Ribbon Objectives:**

- a. Focus higher density urban development along King Boulevard and step down density and intensity of development toward Seventh Avenue.
- b. Foster the creation of mixed commercial and residential development in the area bounded by Seventh, King, Russell and Knott.
- c. Within lower density residential areas encourage rehabilitation of existing salvageable housing and infill development of new higher density housing that is compatible in design with the area's character.
- d. Reinforce the ensemble of historic structures located along Tillamook Street to connect the Irvington and Eliot Historic Design Districts and foster the creation of interesting walking tours of these historic areas.



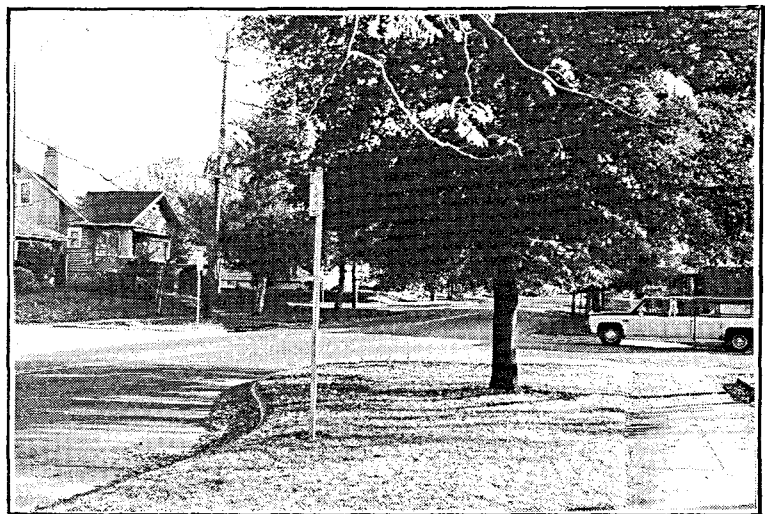
Much of the Seventh Avenue Ribbon sub-district is composed of modest attractive older homes built between 1880 and 1913.

Photo by: Michael S. Harrison

## Policy 12 Action Chart: Seventh Avenue Ribbon

#	Actions	Time				Implementors /Advocates
		Adopted With Plan	On-Going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
ER 1	Plant street trees throughout this portion of the Eliot Neighborhood.			X		Eliot/Parks BCD
ER 2	Through the neighborhood traffic management program limit residential streets to primarily local use.			X		PDOT
ER 3	Improve the intersection of Knott and King as both a major gateway to Eliot and the heart of a significant commercial node on King. Include improved crossings for pedestrians.			X		PDC/PDOT ODOT
	<b>PROGRAMS</b>					
ER 4	Implement a neighborhood "block care" program.		X			Eliot
ER 5	Declare the 7th Avenue Ribbon a "Distressed Area" qualifying it for ten year property tax abatement for new housing construction and housing rehabilitation.	X				Bureau of Planning
ER 6	Implement programs that transition existing rental houses into owner occupancy housing occupied by households from the Albina Community Plan study area.			X		PDC/BCD/CDCs
	<b>REGULATIONS</b>					
ER 7	Protect the Historic Ensemble on Tillamook Street linking the Eliot and Irvington Historic Districts.	X				Bureau of Planning
ER 8	Rezone the block bounded by King, Seventh, Knott and Russell to ensure development of both business establishments and housing.	X				Bureau of Planning
ER 9	Create incentives which encourage new infilling residential developments to reinforce the residential quality of the area.	X				Bureau of Planning

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Recent traffic calming improvements in Seventh Avenue are intended to enhance the street as a positive environment for area residents.

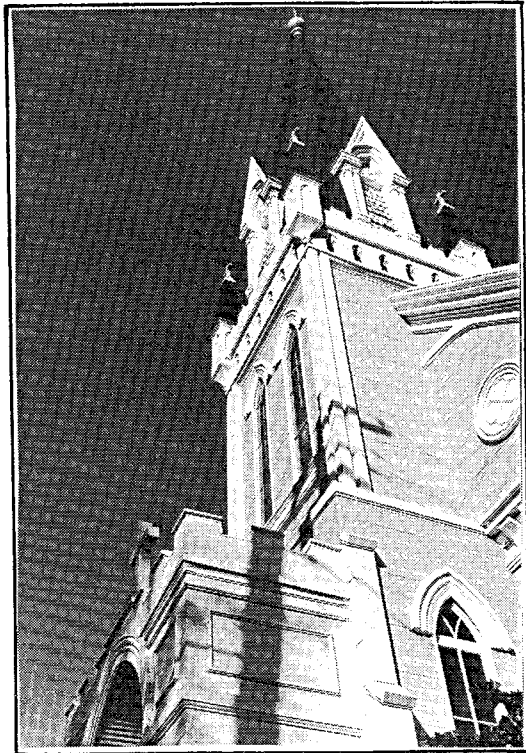
Photo by: Michael S. Harrison

## **Policy 13: Williams/Vancouver Corridor**

Encourage a mixture of higher density residential development and commercial and service uses to locate in the Williams/Vancouver corridor. Development should create an attractive transition between the Emanuel Campus and the residential areas. Enrich this corridor with gateways and other amenities that announce and celebrate its role as an area of transition and connections.  
(Adopted as part of Portland's Comprehensive Plan)

### **Williams/Vancouver Corridor Objectives**

- a. Support the development of higher density housing and conforming commercial uses in the corridor.
- b. Ensure that new development in this district is complimentary with the historic character of the adjacent Eliot Historic Design Zone.
- c. Foster the growth of medical related businesses in the Emanuel Campus boundary and residential developments elsewhere within the Williams/Vancouver Corridor.
- d. Encourage a mixture of uses including establishments that are attracted by proximity to Emanuel Hospital and the Oregon Convention Center and housing to locate in the area south of Tillamook Street.
- e. Encourage transit supportive developments that could take advantage of light rail transit in this corridor.
- f. Assist nonconforming uses wishing to relocate to find an appropriately zoned location.



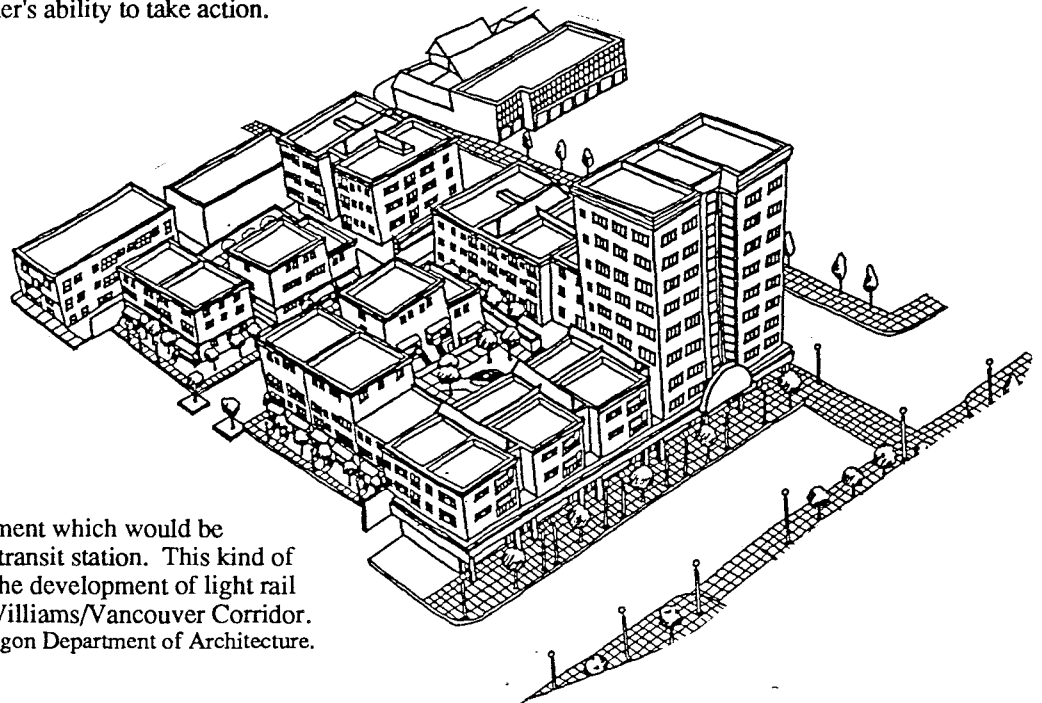
Historic Immaculate Heart Church on Williams Avenue forms a focal point for the street. The church is located across from Dawson Park.  
Photo by: Michael S. Harrison



## Policy 13 Action Chart: Williams/Vancouver Corridor

#	Actions	Time				Implementors /Advocates
		Adopted With Plan	On-Going	Next 5 Yrs	6 to 20 Yrs	
<b>PROJECTS</b>						
EW 1	Plant street trees throughout the Williams/Vancouver Corridor.			X		Eliot/Parks/
EW 2	Extend Portland's cast iron ornamental lights north of Broadway in the Williams/Vancouver corridor.				X	PDOT/ Private
EW 3	Place recreational facilities for seniors, handicapped persons and children in Dawson Park.				X	Parks
EW 4	Establish a gateway or transition at Broadway and Williams/Vancouver. Develop a similar gateway announcing the transition between Eliot and Boise at Fremont and Williams/Vancouver.				X	Eliot PDOT ODOT
<b>PROGRAMS</b>						
EW 5	Assist nonconforming uses wishing to relocate to find locations with appropriate zoning in the City.		X			PDC
EW 6	Market the Williams/Vancouver Corridor to developers of housing designed to be attractive to special needs populations associated with facilities and programs located on the Emanuel Campus.		X			Eliot/PDC Emanuel
<b>REGULATIONS</b>						
EW 7	Require design review of all development in the Williams/Vancouver Corridor to ensure that new construction is compatible with the adjacent historic design zone.	X				Bureau of Planning

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Artist's concept of mixed use development which would be attracted to a location near a light rail transit station. This kind of infill is expected in conjunction with the development of light rail transit in the southern portion of the Williams/Vancouver Corridor. Drawing courtesy of the University of Oregon Department of Architecture.

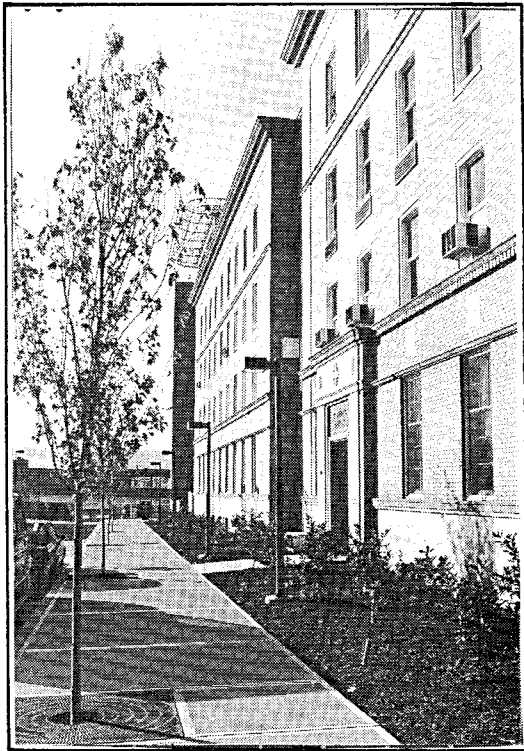
## **Policy 14: Emanuel Hospital & Health Center Campus**

Support the growth of the Emanuel Hospital & Health Center Campus as a major medical center in Portland and a major employer in the Eliot Neighborhood.

(Adopted as part of Portland's Comprehensive Plan)

### **Emanuel Hospital & Health Center Campus Objectives:**

- a. Establish a growth boundary for the Emanuel Campus and support the Health Center's intensive use of land within the boundary for hospital and health center-related uses.
- b. Create incentive and hiring programs that increase the percentage of Health Center employees who live within the Albina Community to 25 percent.
- c. Improve access to the Emanuel Campus while reducing traffic impacts on Eliot's residential streets.
- d. Develop an attractive system of walks and small gardens on the Emanuel Campus that accents the Campus site, links with the Eliot Neighborhood's circulation system for pedestrians and bicycles, and helps to create a positive image for Eliot and the Albina Community.



Recent improvements within the Emanuel Campus have enhanced the environment for pedestrians and bicycles.

Photo by: Michael S. Harrison

## Policy 14 Action Chart: Emanuel Hospital & Health Center Campus

#	Actions	Time				Implementors /Advocates
		Adopted With Plan	On-Going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
EE 1	Plant street trees along all public rights-of-way abutting the Emanuel Campus, including I-5.			X		Emanuel
EE 2	Consider relocating Stanton Yard and sell the Yard site to Emanuel for Medical Campus expansion.				X	City/ Emanuel
EE 3	Improve the open spaces on the Emanuel Campus to create an attractive collection of walkways, small gardens and interesting stands of trees.		X			Emanuel
EE 4	Relocate the Kerby off-ramps to reduce the land area they consume; reclaim the extra land for expansion of the Emanuel Campus.				X	ODOT/ PDOT/ Emanuel
EE 5	Establish a gateway treatment along the Kerby Street ramps announcing arrival at the Emanuel Campus within the Eliot Neighborhood.			X		Emanuel/ Eliot/ODOT PDOT
	<b>PROGRAMS</b>					
EE 6	Establish a program that encourages Emanuel's employees to live within walking distance of the Campus.			X		Emanuel
EE 7	Provide on-campus career training and jobs to Albina Community residents who are unemployed or under employed.		X			Emanuel/ State/City
EE 8	Provide community meeting facilities on the Emanuel Campus for neighborhood and civic groups.		X			Emanuel
EE 9	Provide health care related classes on the Emanuel Campus to community residents on an ability to pay basis. Include child and prenatal care, personal health and fitness.		X			Emanuel
EE 10	Aggressively market the Emanuel Campus as a location for medical-related businesses and services.		X			Emanuel/ PDC
	<b>PROGRAMS</b>					
EE 11	Identify products used at Emanuel by suppliers located outside of the metropolitan area. Shift to local suppliers and/or support creation of new manufacturing/distribution firms to provide these supplies.			X		Emanuel/ PDC/ N/NE Business Assoc.
EE 12	Aggressively recruit for new job opportunities on the Emanuel Campus through a hiring program that focuses on those living within the Albina Community.		X			Emanuel/ PDC/ PIC/State
	<b>REGULATIONS</b>					
EE 13	Establish an ultimate growth boundary that allows for aggressive expansion of the Emanuel Campus while reducing campus impact on residential areas and increasing housing opportunities.	X				Planning, Eliot & Emanuel
EE 14	Establish a planning process for the Emanuel Campus that assures an ongoing dialog between Emanuel and the Eliot Neighborhood Association.		X			Planning, Eliot & Emanuel

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## Policy 15: Lower Albina

Preserve the Lower Albina area as an industrial sanctuary protected from commercial encroachment while recognizing that some new commercial features are compatible with the industrial sanctuary designation. Examples include public access to the Willamette River at a small new riverfront park, a pedestrian/bicycle path, and commercial/mixed use development in the Russell Street Historic Design Zone.

Implement the Central City Plan's Policy for Lower Albina.  
(Adopted as part of Portland's Comprehensive Plan)

The Central City Plan's Policy for Lower Albina reads:

*“Strengthen the economic development of the district as an industrial employment area while preserving its historic buildings and providing a connection for pedestrians to the Willamette River.*

### **FURTHER**

- A . Preserve the riverbank for water-dependent industrial uses.*
- B . While preserving the cluster of historical buildings along Russell Street, allow a mix of uses which promote the economic health of the district.*
- C . Provide improvements which attract industry to the district, and remove barriers to the movement of industrial goods and equipment.*
- D . Provide a connection for the adjacent neighborhoods to the river.”*



The rounded top windows of the Smithsonian Building help to make this structure a landmark in the Lower Albina sub-district of the Eliot Neighborhood. The Smithsonian building is on the National Register of Historic Places.

Photo by: Sheila Frugoli

## Policy 15 Action Chart: Lower Albina

#	Actions	Time				Implementors /Advocates
		Adopted With Plan	On-Going	Next 5 Yrs	6 to 20 Yrs	
<b>PROJECTS</b>						
EA 1	Plant street trees on Russell Street, Interstate Avenue and Greeley Street (adjacent to Albina Yard).		X			Eliot/Parks/Overlook
EA 2	Install Portland "two-lantern" ornamental cast iron lighting standards along Russell Street between King and Interstate.			X		PDOT ODOT
EA 3	Create a public walkway connecting the residential areas north and east of Lower Albina to the waterfront.			X		PDOT
EA 4	Create a new waterfront park including fishing pier, water taxi stop and viewpoint north of the Fremont Bridge.			X		PDOT Parks
EA 5	Create a new overpass and rail crossing to eliminate truck-rail conflicts for Lower Albina waterfront industrial sites.				X	ODOT/ PDOT
EA 6	Create a Museum of Portland Music on Russell Street, featuring live performances in a setting similar to Preservation Hall in New Orleans.				X	MAC/Eliot/ Musicians Union/Private
EA 7	Create a new facility on Russell Street to house an Albina Yard Interpretive Center and the Columbia Gorge Model Railway.				X	CGMRR Eliot
EA 8	Landscape the slope between Interstate Avenue and Larrabee Street with flowering plants.			X		Parks/ PDOT
EA 9	Create a gateway at the intersection of Russell and Interstate celebrating arrival at the Russell Street entertainment district.				X	Eliot Private PDOT/ODOT
<b>PROGRAMS</b>						
EA 10	Use street vacations to promote the creation of super-blocks to foster the development of larger, more marketable industrial sites.		X			Bureau of Planning/ PDOT
EA 11	Foster the revitalization of Russell Street by encouraging additional live music clubs to locate there.			X		Bureau of Planning
<b>REGULATIONS</b>						
EA 12	Create a Russell Street Historic Design Zone.	X				Bureau of Planning
EA 13	Allow development of light industrial activities that reinforce the entertainment theme of Russell Street.	X				Bureau of Planning
EA 14	Allow loft housing by right along part of Russell Street.	X				Bureau of Planning

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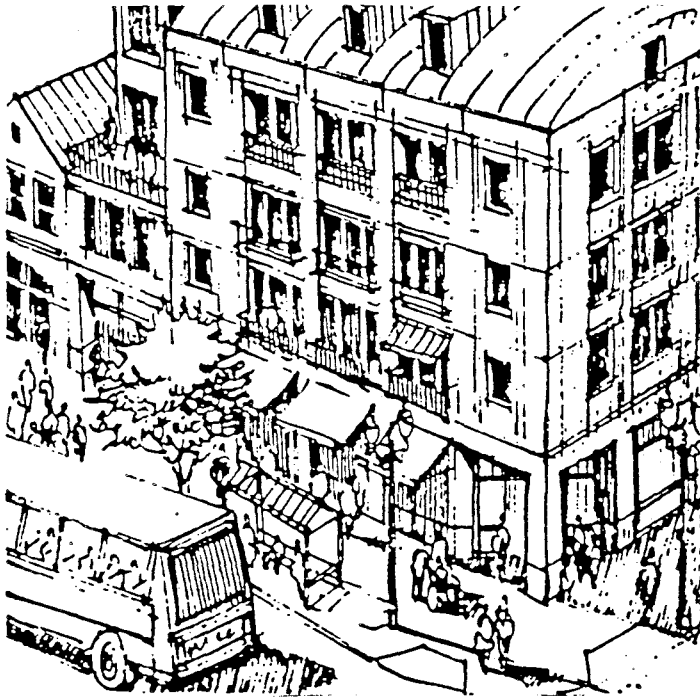
## Policy 16: Broadway Corridor

Encourage the development of uses that build on opportunities created by the Oregon Convention Center and the revitalization of the Lloyd District as well as serving residents and businesses located in Eliot.

(Adopted as part of Portland's Comprehensive Plan)

### Broadway Corridor Objectives:

- a. Ensure that development is compatible with both the historic design districts in the Eliot Neighborhood and the Lloyd District area south of Broadway.
- b. Reduce the degree to which Broadway Street acts as a barrier to pedestrians.
- c. Protect the residential portions of the Eliot Neighborhood from parking and traffic congestion created by development within and south of the Broadway Corridor.



Mixed use transit supportive development including amenities for pedestrians are called for along Broadway in this Plan.

Drawing courtesy of the Livable City Project

Drawing By: Richard A. Potestio, AIA

## Policy 16 Action Chart: Broadway Corridor

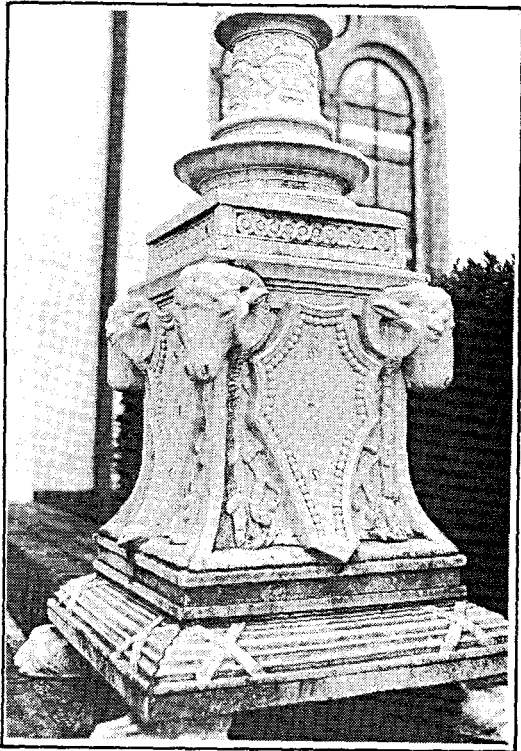
#	Actions	Time				Implementors /Advocates
		Adopted With Plan	On-Going	Next 5 Yrs	6 to 20 Yrs	
	<b>PROJECTS</b>					
EB 1	Plant street trees along Broadway.		X			Eliot/Parks/PDC
EB 2	Install Portland "two-lantern" ornamental cast iron lighting standards along Broadway Street, or develop an unique light fixture design for Broadway.		X			PDOT/PDC ODOT
EB 3	Redesign and landscape the Broadway bridgehead as a gateway to the east side, the Convention Center, the Albina Community and Eliot Neighborhood.		X			PDOT/Parks/PDC County
	<b>Regulations</b>					
EB 4	Require that new development within the Broadway Corridor be subject to design review.	X				Bureau of Planning

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Mixed use transit supportive development including amenities for pedestrians are called for along Broadway in this Plan.

Drawing courtesy of Bayard A. Mentrum, Architect

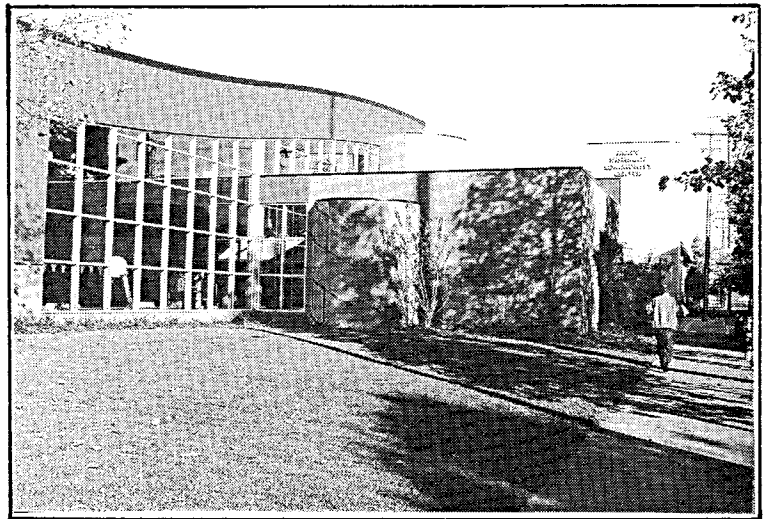


Ornate base for lighting standard in front of the old Albina Branch Library reflects the rich detailing characteristic of many of the historic structures within the Eliot Neighborhood.  
Photo by: Michael S. Harrison



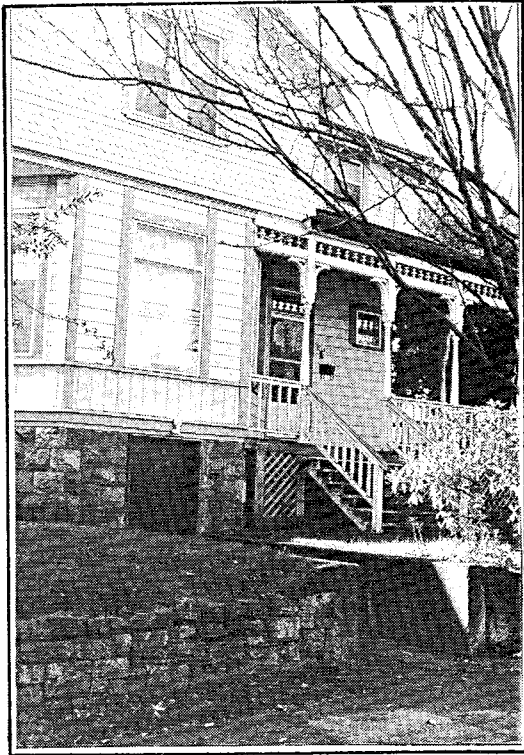
## Abbreviations

AIA	American Institute of Architects
BCD	Bureau of Housing and Community Development
BES	Bureau of Environmental Services
CDC	Community Development Corporation
CGMRR	Columbia Gorge Model Railroad Club
City	City of Portland
County	Multnomah County
Eliot (ENDA)	Eliot Neighborhood Association
Emanuel	Emanuel Hospital and Medical Center
HAP	Housing Authority of Portland
Library	Multnomah County Library
MAC	Metropolitan Arts Commission
METRO	Metropolitan Service District
NEA	National Endowment for the Arts
NECDC	Northeast Community Development Corporation
ODOT	Oregon Department of Transportation
ONA	Office of Neighborhood Associations
Overlook	Overlook Neighborhood Association
PCC	Portland Community College
PDC	Portland Development Commission
PDOT	Portland Department of Transportation
PIC	Private Industry Council
PP&L	Pacific Power and Light
Parks	Portland Bureau of Parks
Police	Portland Bureau of Police
State	State of Oregon
Tri-Met	Tri-County Metropolitan Transportation District of Oregon



Recently completed aquatic center addition to the Matt Dishman Community Facility, in Eliot, was called for in this Plan. Like many of the provisions of the Albina Community Plan and the Eliot Neighborhood Plan implementation of this idea was initiated prior to the Plan's final adoption.

Photo by: Michael S. Harrison



Historic home on Rodney Street in Southern  
Eliot.  
Photo by: Michael S. Harrison

## **Appendix A: Eliot Neighborhood Zoning Maps**

The maps included in this section show the zoning put into effect within the Eliot Neighborhood with the adoption of the Eliot Neighborhood Plan and the Albina Community Plan. These maps reflect the official City zoning on October 25, 1993. Although little change in zoning is expected in the coming years the zoning for a particular parcels may have changed. Those needing exact information on the current zoning should check with the Portland Permit Center. The Permit Center is located on the ground floor of the Portland Building, 1120 S.W. Fifth Avenue, Portland, Oregon 97204 [Telephone number (503) 823-7526].

For reference, descriptions of zoning designations that appear on the City of Portland official zoning maps are listed below. The zones implement corresponding Comprehensive Plan Map designations. The Comprehensive Plan is the official long-range planning guide for uses and development in the city. The designations state the type of area each is intended for, general uses and development types desired.

### **Zoning Designation Descriptions**

#### **Base Zones**

**Open Space.** The **OS** zone is intended for lands that serve an open space function, primarily public lands, but also some private areas. Lands intended for open space designation include parks, natural areas, golf courses, and cemeteries.

**High Density Single-Dwelling.** The **R5** zone continues Portland's most common pattern of single-dwelling development. Single-dwelling residential will be the primary use. Density is one unit per 5,000 square feet or about 8.7 units per acre.

**Attached Residential.** The **R2.5** zone allows a mixture of housing types of a single-dwelling character, including attached houses. Allowed densities for attached houses are higher than for detached housing. Density is one unit per 2,500 square feet or about 17.4 units per acre for attached housing.

**Residential 2,000.** The **R2** zone is a low density multifamily zone. It allows one unit per 2,000 square feet or approximately 21.8 dwelling units per acre. Density may be as high as 32 units per acre if amenity bonus provisions are used. Allowed housing is characterized by one to three story buildings. The major types of development will be duplexes, townhouses, rowhouses and garden apartments.

**Residential 1,000.** The **R1** is a medium density multidwelling zone. It allows approximately one unit per 1,000 square feet or 43 units per acre. Density may be as high as 65 units per acre if amenity bonus provisions are used. Allowed housing is characterized by one to four story buildings and a higher percentage of building coverage than in the R2 zone. The major new type of housing development will be multidwelling structures (condominiums and apartments), duplexes, townhouses, and rowhouses. Generally, R1 zoning will be applied near neighborhood collector and district collector streets and local streets adjacent to commercial areas, major employment areas or major streets.

**High Density Residential. RH** allows high density multidwelling structures and structures of an intense scale. Maximum density is based on a floor area (FAR) ratio, not on a units per square foot basis. Densities will range from 80 to 125 units per acre. The major types of new housing development will be low, medium and high rise apartments and condominiums. Generally, RH zones will be well served by transit facilities or be near areas with supportive commercial services.

**Central Residential. The RX** allows the highest density and most intensely developed multidwelling structures. Limited amounts of commercial uses are also allowed as part of new development. Development will generally be oriented to pedestrians. Maximum density is based on a floor area ratio, not on a units per square foot basis. Densities allowed exceed 100 units per acre. The Design overlay zone will be applied in conjunction with the RX zone.

**Institutional Residential. The IR** zone is applied to institutional campuses and establishes regulations for institutions. The Institutional Residential zone would be applied to implement the Comprehensive Plan "Institutional Campus" land use designation. This designation is intended for large institutional campuses that serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. Institutions eligible for the institutional campus designation include medical centers, colleges, high schools, and universities. Uses allowed within an area with the institutional campus designation are those that are part of the institution, or are accessory to the institution. The designation and zone are intended to foster the growth of the institution while assuring the continued livability of surrounding residential neighborhoods.

**Neighborhood Commercial. The CN1 and CN2** zones are intended to allow neighborhood-oriented commercial uses in and adjacent to residential areas. In more densely developed neighborhoods, development should be oriented to pedestrians. The allowed intensity of development is low to maintain compatibility with the residential areas.

**Office Commercial. The CO1 and CO2** zones are intended for situations where a range of office uses may be appropriate, but not a broader spectrum of commercial uses. It is intended for low intensity development on small sites in or near residential areas, and for low and medium intensity developments near arterial streets.

**Mixed Commercial/Residential. The CM** zone promotes development that combines commercial and housing uses in a single development and/or building. The emphasis of the nonresidential uses is primarily on locally-oriented, retail service and office uses. Development will consist of businesses on the ground floor with housing on upper stories and/or structures which are 100 percent housing. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk, particularly at corners.

**Storefront Commercial. The CS** zone is intended to preserve and enhance older commercial areas that have a storefront character. This zone allows for a full range of retail, service, and business uses serving a local and regional market area. Industrial uses are allowed but are limited in size to avoid adverse affects different in kind and amount than commercial uses and to ensure that they do not dominate the character of the commercial area. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk, particularly at corners.

**General Commercial.** The **CG** zone is intended to allow auto-accommodating commercial development in areas already predominantly built in this manner and in most newer commercial areas. This designation allows a full range of commercial uses having a local or regional market. Development will mostly have an auto-orientation. It is intended for arterial streets and to be used for developing areas and for larger, older areas which already have an auto-oriented development style. Industrial uses are allowed but are limited in size to avoid adverse effects different in kind and amount than commercial uses and to ensure that they do not dominate the character of the commercial area.

**Central Commercial.** The **CX** zone is intended to provide for commercial development within Portland's most urban and intense areas. A broader range of uses is allowed to reflect Portland's role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape. The Design overlay zone will be applied in conjunction with the **CX** zone.

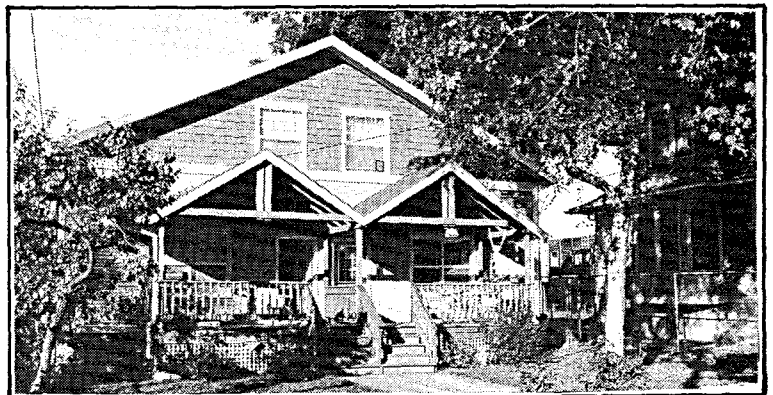
**General Employment.** The **EG** zone allows a wide variety of employment opportunities without potential conflicts from interspersed residential uses. Industrial uses are emphasized and allowed with few limitations. Other business and commercial uses are allowed to support a wide range of services and employment opportunities. The development standards for each zone are intended to allow new development which is similar in character to existing development.

**Central Employment.** The **EX** zone provides for mixed-use areas in the center of the City that have predominantly industrial type development. It allows a full range of industrial and commercial uses. Residential uses are allowed but should be compatible with the surrounding nonresidential development. The intensity of development will be higher than in other employment designations and most commercial designations. The Design overlay zone will be applied in conjunction with the **EX** zone.

**General Industrial.** The **IG1** and **IG2** zones provide areas where most industries can locate, while other uses are restricted to prevent potential conflicts and to preserve land for industry. Development standards are intended to allow new development which is similar in character to existing development. The intent is to provide viable and attractive industrial areas.

**Heavy Industry.** The **IH** zone allows for uses where all kinds of industries can locate including those not desirable in other zones due to their objectionable impacts or appearance. Nonindustrial uses are limited to prevent land use conflicts and to preserve land for industry.

Recent two unit rowhouse infill project in northern Eliot. The house on the left was purchased by an Emanuel Hospital employee with down payment assistance from Emanuel. Aiding their employees to live in Eliot is one of the actions called for in this Plan.  
Photo by: Michael S. Harrison

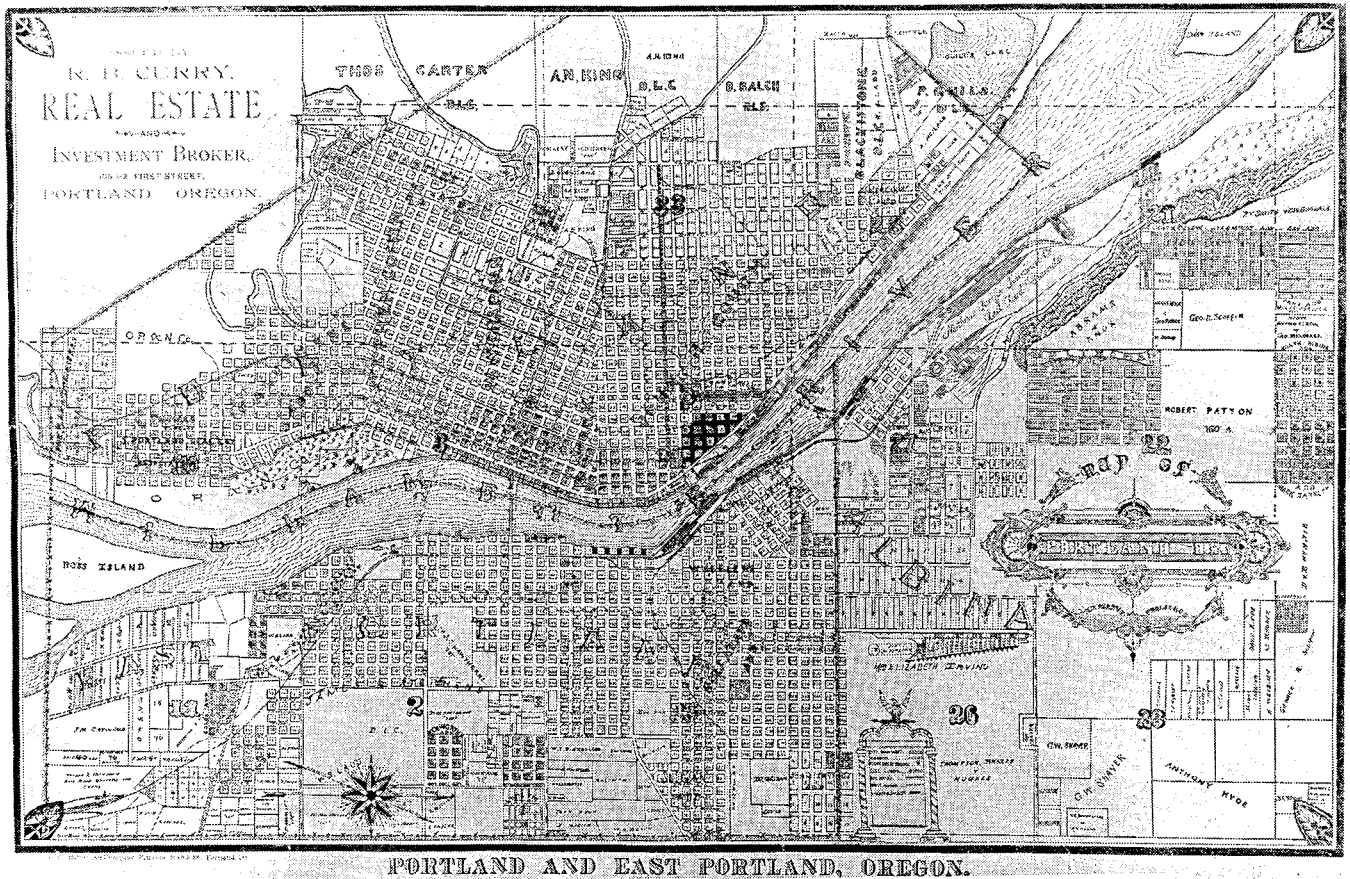


## Overlay Zones

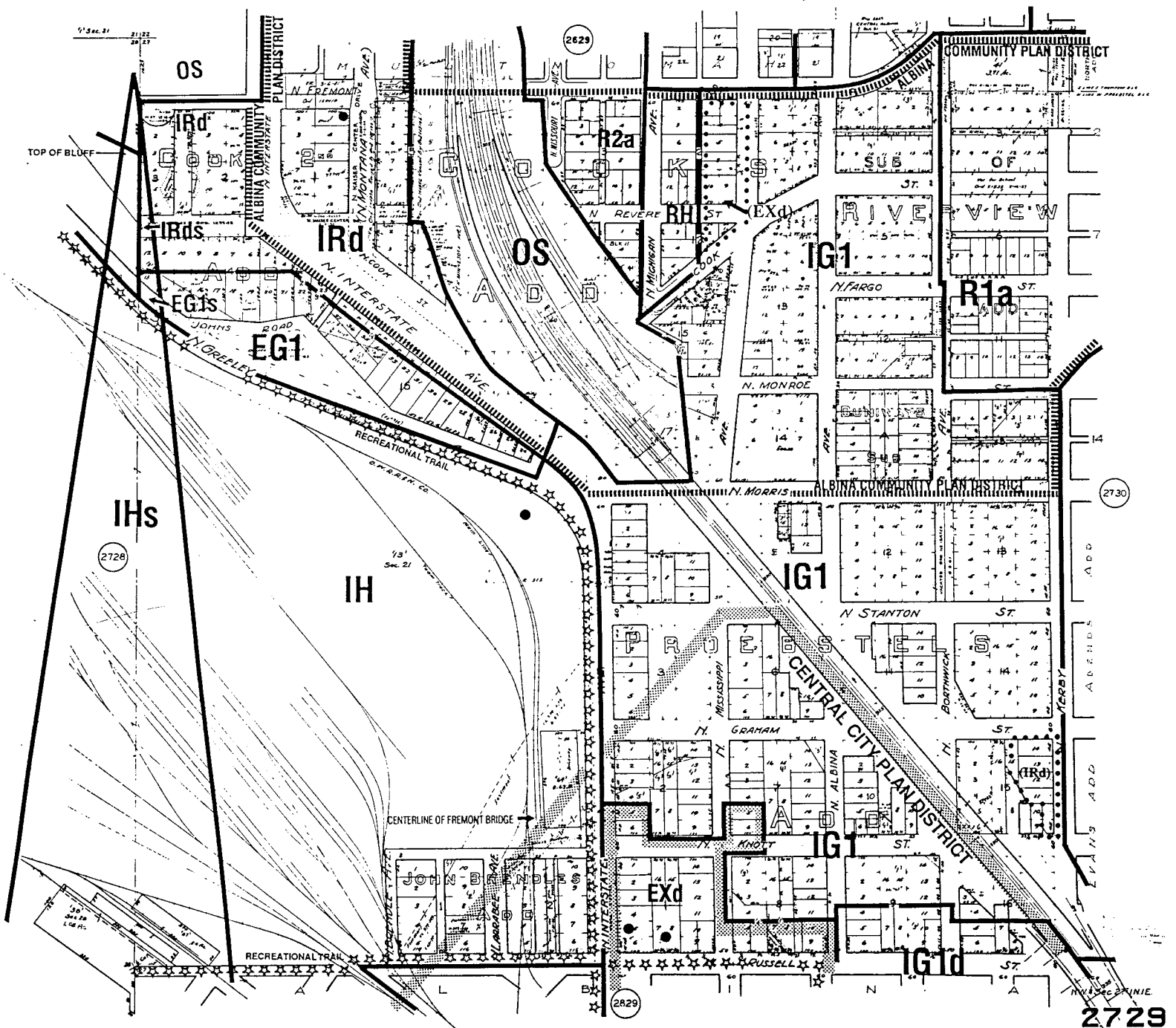
**Design.** The "d" overlay zone promotes the conservation, enhancement, and continued vitality of areas of the City with special historical, architectural, or cultural value. The zone is also applied to ensure that new higher density business and mixed-use development will be buffered from lower density adjacent residential areas. This is achieved through the creation of design districts, the development of design guidelines for each district, and by requiring design review.

**Alternative Design Density.** The "a" overlay zone encourages the creation of new housing that is owner occupied and compatible with surrounding development. It allows increased density for compliance with design guidelines or standards. The zone also allows households in Portland to use their existing housing to supplement their income through addition of accessory rental units and allowances for home occupations. Finally the overlay zone allows the construction of new "owner occupied duplex units" where the duplex is a means of reducing the cost of new owner occupied housing.

**Buffer.** The "b" overlay zone requires additional buffering between nonresidential and residential zones. It is used when the base zone standards do not provide adequate separation between residential and nonresidential uses. The separation is achieved by restricting access, increasing setbacks, requiring additional landscaping, restricting signs, and in some cases by requiring additional information and proof of mitigation for uses that may cause off-site impacts and nuisances.



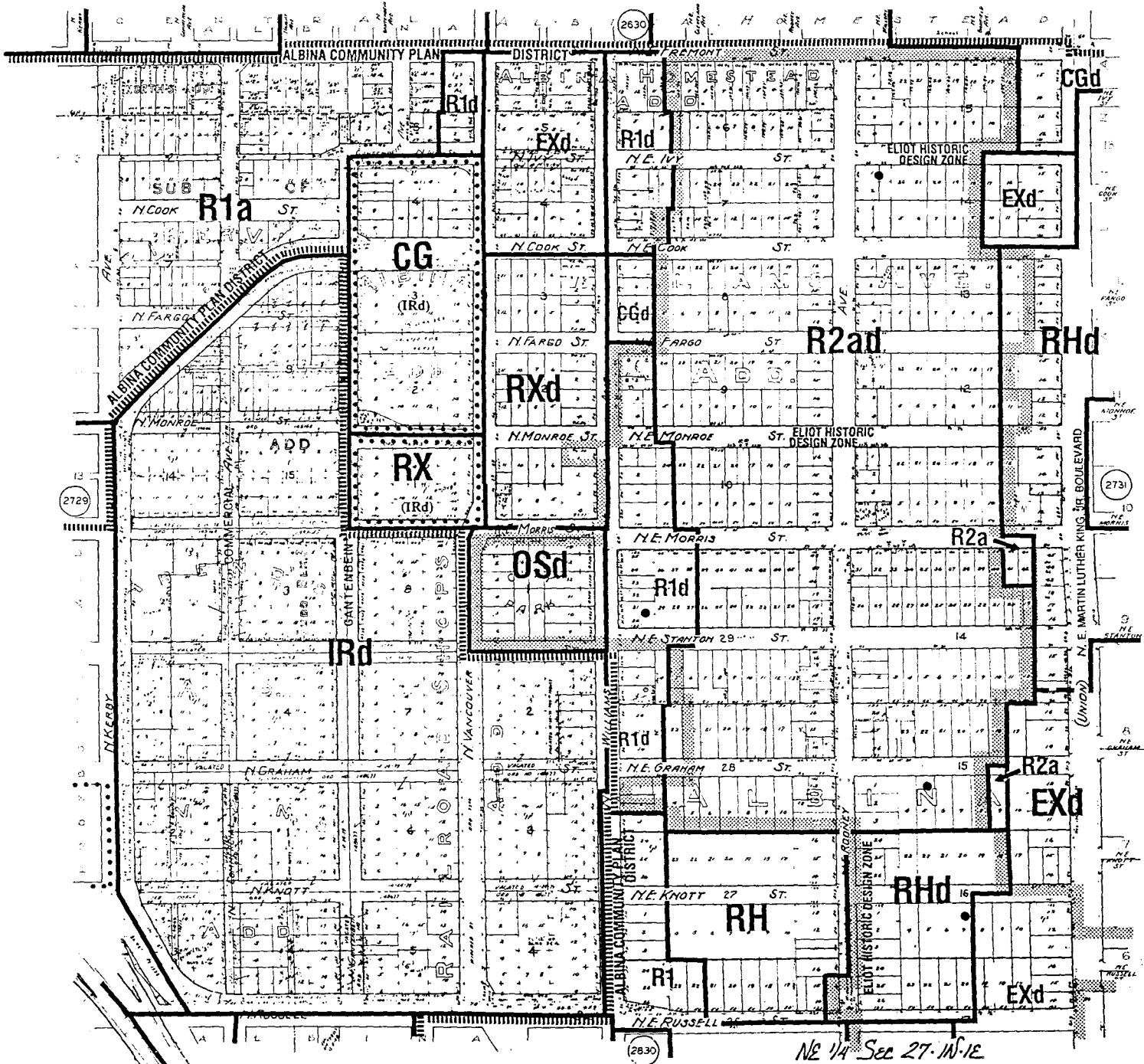
Nineteenth Century Map showing Cities of Portland, East Portland and Albina. Most of the area shown as Albina is now within the Eliot Neighborhood Associations boundary.  
Map courtesy of the Oregon Historical Society



● HISTORIC LANDMARK

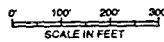
NOTE: Zoning designations are subject to change; verify zoning prior to development or sales.

<b>R10</b> Current Zoning  ●●●●● Maximum Potential Zoning as per Comprehensive Plan ●(R10)	ZONING REVISED: <b>10-93</b>	<b>CITY OF PORTLAND BUREAU OF PLANNING</b>  0' 100' 200' 300' SCALE IN FEET 
	BASEMAP ACQUIRED: <b>5-84</b>	
	LEGAL DESCRIPTION: <b>NW V4 SEC. 27-IN-1E</b>	<b>2729</b>



● HISTORIC LANDMARK

NOTE: Zoning designations are subject to change; verify zoning prior to development or sales.

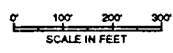
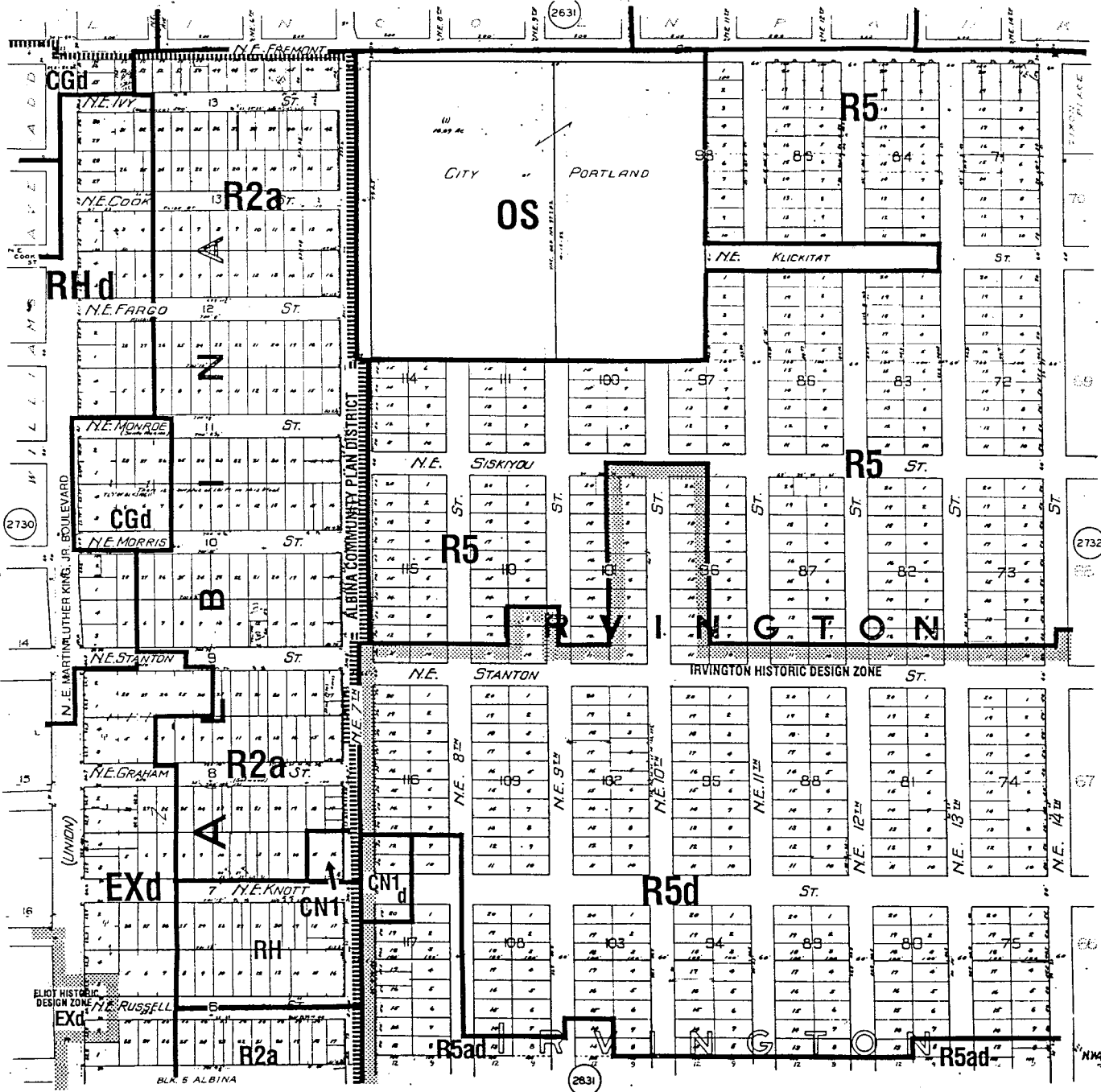


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<b>R5</b>	Current Zoning	ZONING REVISED 10.93	
<b>(R5)</b>	Maximum Potential Zoning as per Comprehensive Plan	<b>2730</b>	

7/84



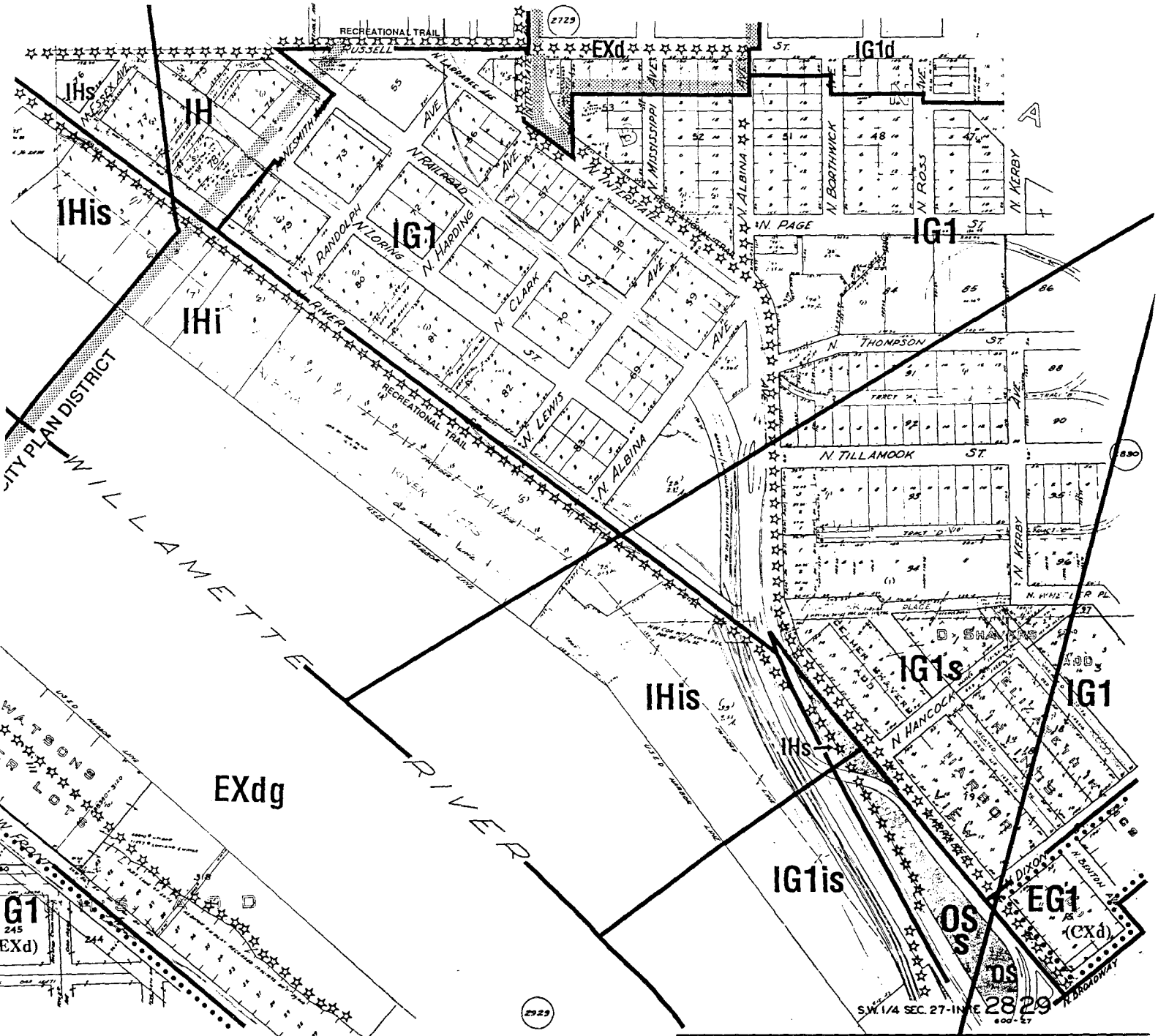


NOTE: Zoning designations are subject to change; verify zoning prior to development or sales.

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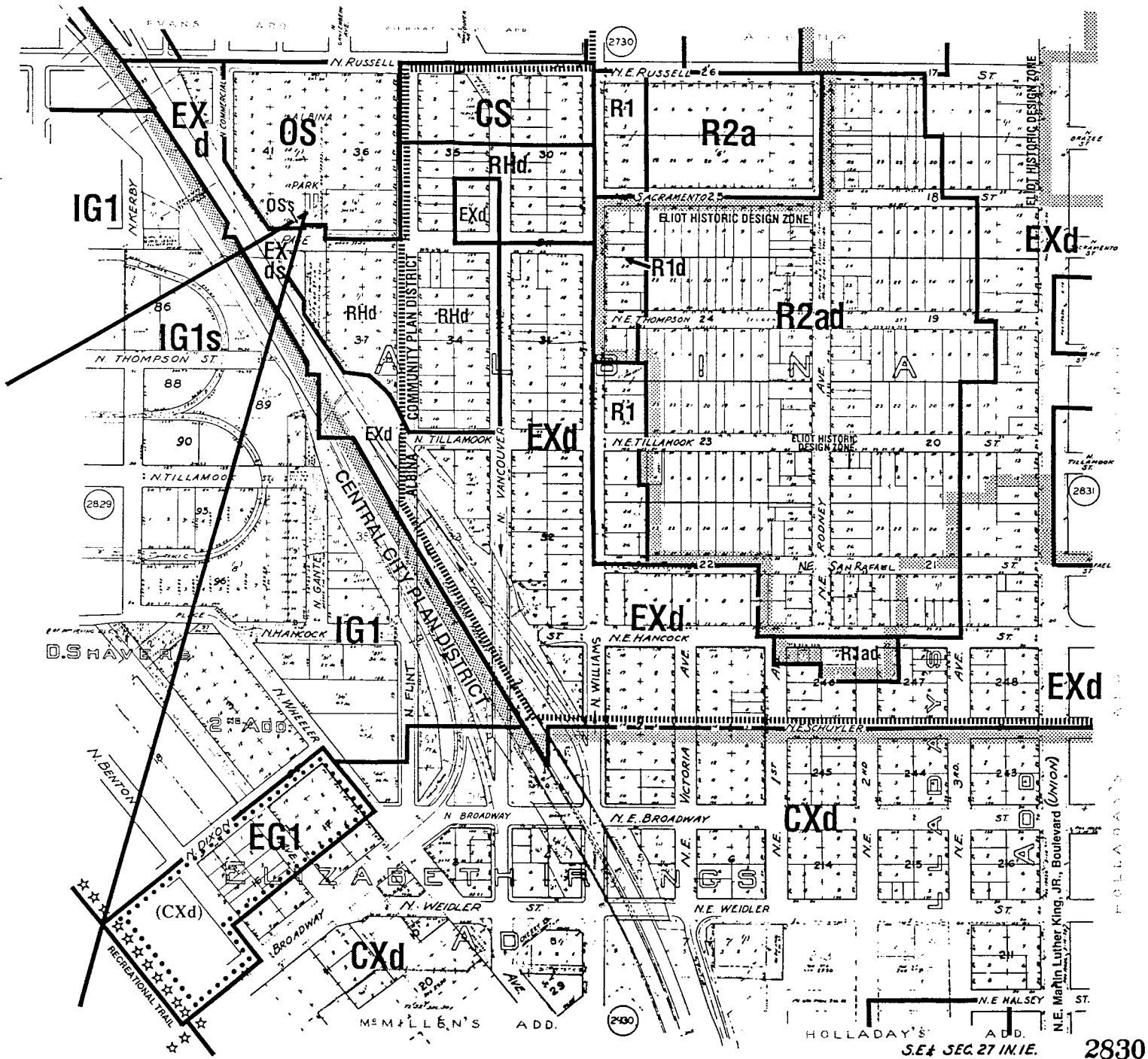
<b>R5</b> Current Zoning	ZONING REVISED: 10-93	
<b>(R5)</b> Maximum Potential Zoning as per Comprehensive Plan	<h1>2731</h1>	

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NOTE: Zoning designations are subject to change; verify zoning prior to development or sales.

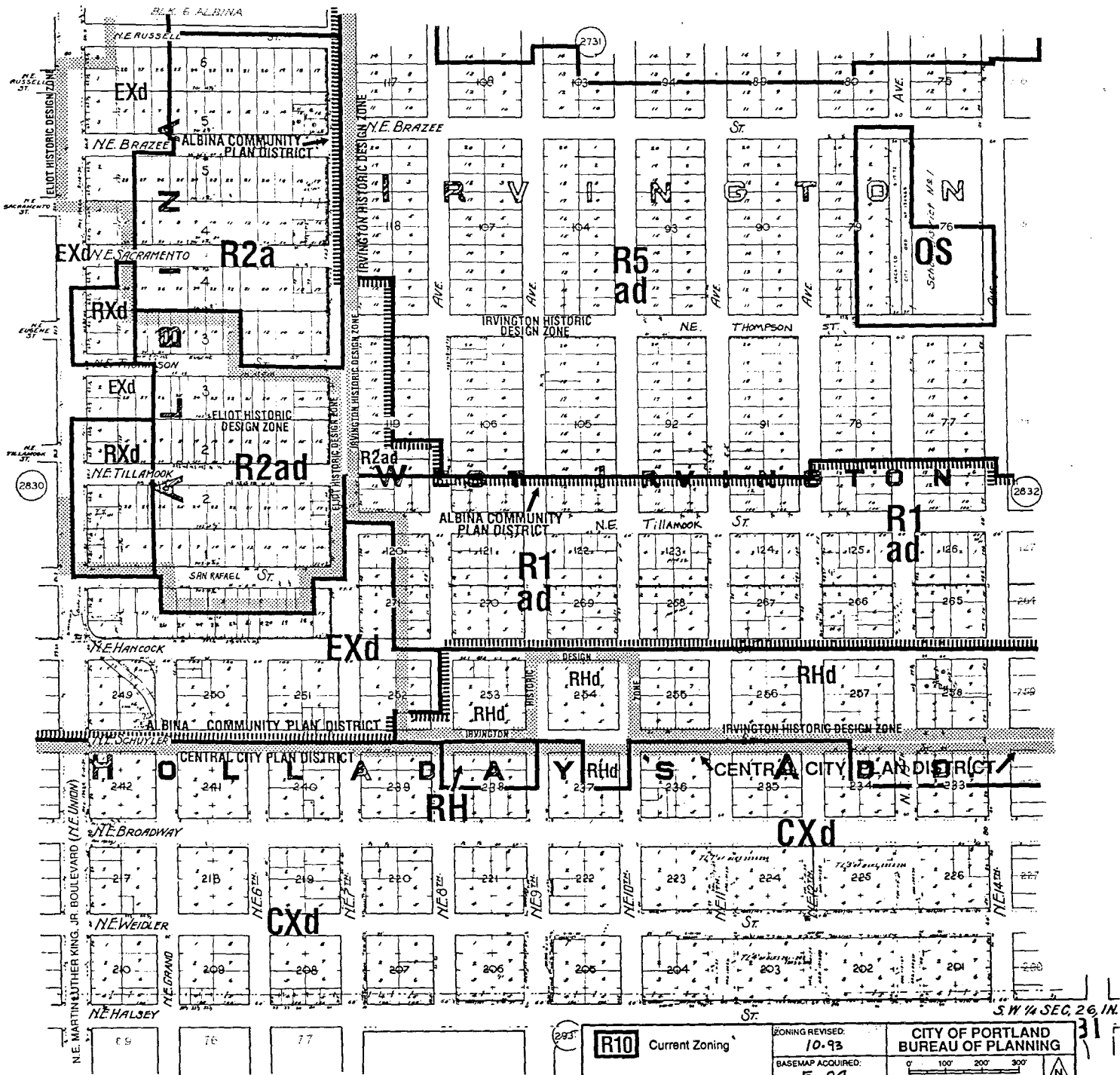
<b>(R10)</b> Current Zoning : (R10) : Maximum Potential : : Zoning as per : : Comprehensive Plan	ZONING REVISED:	10-93	CITY OF PORTLAND BUREAU OF PLANNING
	BASEMAP ACQUIRED:	5-84	
	LEGAL DESCRIPTION:	SW 1/4 SEC. 27-IN-1E	0 100' 200' 300' SCALE IN FEET
		2829	



NOTE: Zoning designations are subject to change; verify zoning prior to development or sales.

<b>R10</b> Current Zoning ..... Maximum Potential Zoning as per (R10) Comprehensive Plan	ZONING REVISED: 10-93	CITY OF PORTLAND BUREAU OF PLANNING
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	LEGAL DESCRIPTION: SE 1/4 SEC. 27-IN-1E	2830

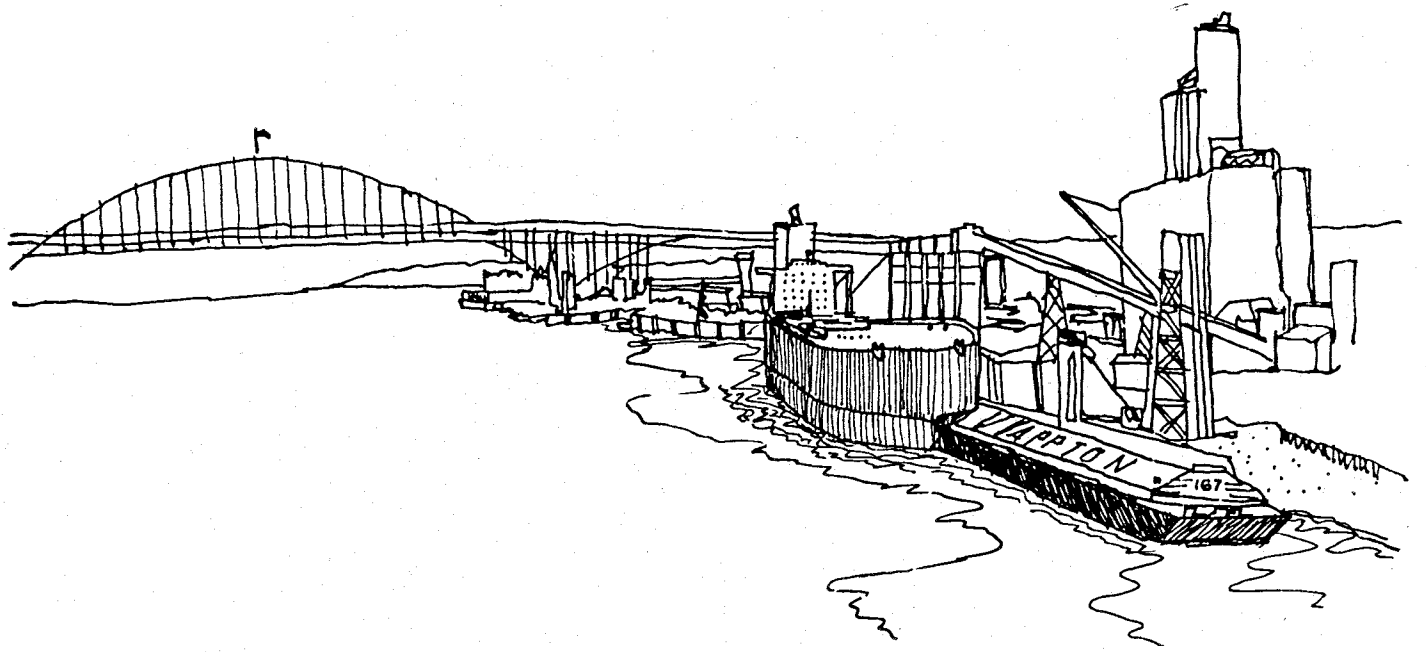
HOLLADAY'S ADD. S.E. 1/4 SEC. 27 IN. 1E. 2830  
400-27



NOTE: Zoning designations are subject to change; verify zoning prior to development or sales.

<b>R10</b> Current Zoning ●●●● Maximum Potential ●●●● Zoning as per ●●●● Comprehensive Plan	ZONING REVISED: 10-93	CITY OF PORTLAND BUREAU OF PLANNING 0' 100' 200' 300' SCALE IN FEET 2831
	BASEMAP ACQUIRED: 5-84	
	LEGAL DESCRIPTION: SW 1/4 SEC. 26-1N-1E	

31



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