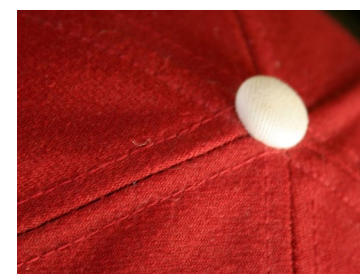


Foster Corridor Exploratory Study

Prepared for the City of Portland

August 2008



Acknowledgments

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Note to Reader

This study was initiated by City of Portland bureau directors to explore concepts for developing the former “Freeway Land” property and the adjacent area. The study is informed by economic, environmental, and land use analysis. However, it has not been subject to a public process. The purpose was to examine new ideas for how to provide family wage jobs, increase park amenities, and improve watershed health in the Lents area.

This study is intended to stimulate a bold reexamination of the potential for the site and surrounding area. Public discussions are expected to revise and enrich these initial proposals.

Introduction

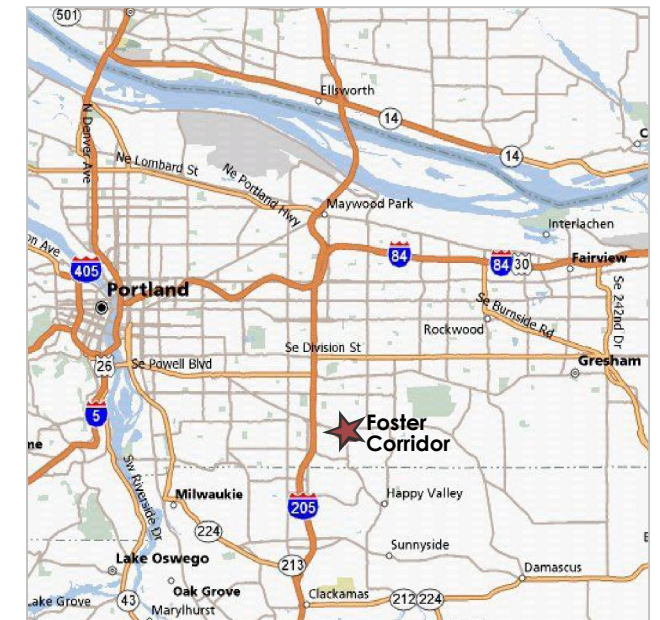
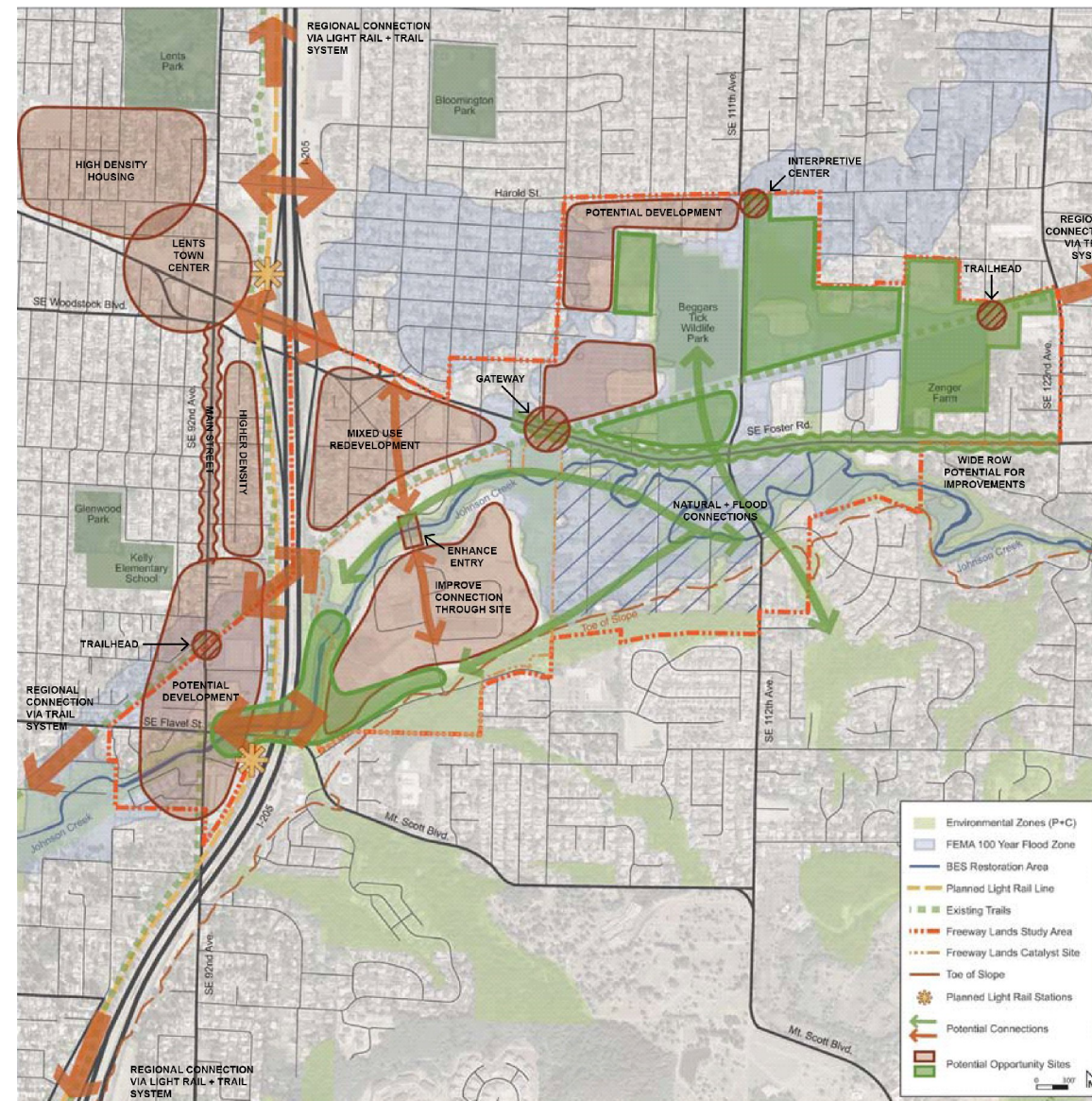
The Foster Corridor presents a unique opportunity to integrate sustainable employment, the natural environment, and community recreation. Public and private interests are positioned to engage in strategic partnerships and investments to realize transformative change. The Foster Corridor Exploratory Study is a preliminary effort to consider these possibilities for improving the economic viability and livability of southeast Portland.

The study area is located near Interstate 205 and the MAX light rail Green Line in the Lents and Powellhurst-Gilbert neighborhoods of southeast Portland. It is within in the Lents Town Center Urban Renewal Area and includes major development assets such as Lents Town Center, Flavel MAX station, and the employment areas east of Interstate 205. It also includes significant environmental resources such as Johnson Creek and the Beggars-tick Wildlife Refuge. Within the study area is the property referred to as “Freeway Land”, an industrial employment site that has long been viewed as an opportunity for job creation and new business development in outer southeast Portland.

Few places in Portland can match the mix of assets and opportunities in the Foster Corridor:

- Broad and diverse workforce
- Two light rail stations
- Johnson Creek natural areas
- Major gateway into Portland
- Nearby mixed use Lents Town Center
- Designated urban renewal area
- Affordable land
- Regional freeway access
- Springwater Corridor and I-205 multi-use trails
- Zenger Farm, Beggars-tick Wildlife Refuge, and Leach Botanical Garden

Foster Corridor Opportunities and Challenges



Foster Corridor Regional Context

Historic Opportunity

The Foster Corridor Exploratory Study offers a historic opportunity for the City to position a designated area as an example for economic, social, and environmental revitalization in the 21st century.

With the looming threat of climate change, global competition for jobs and resources, finite public resources, and a shrinking labor pool due to demographic shifts, the City has prepared a long term vision to meet these challenges and achieve multiple public policy objectives described in the Study Purpose. The vision lays the groundwork for additional site specific planning and implementation over the next decade.

Study Purpose

The purpose of this study was to take a fresh look at the area, considering new opportunities for sustained job growth, environmental protection, and community development. Specifically, the study explored compelling development concepts for the Foster Corridor to accomplish the following:

- Attract development that results in net growth of high quality jobs.
- Create a new, significant park and recreation resource for East Portland.
- Continue the City's commitment to floodplain restoration, flood mitigation, water quality protection, and habitat enhancement in the Johnson Creek watershed.
- Incorporate innovative sustainable development practices and design with nature.
- Create a long term community asset.

The results of this work are intended to inform stakeholders, spur conversation and thought, and lay the groundwork for a more intensive and detailed planning process to be undertaken with the public.

Study Process

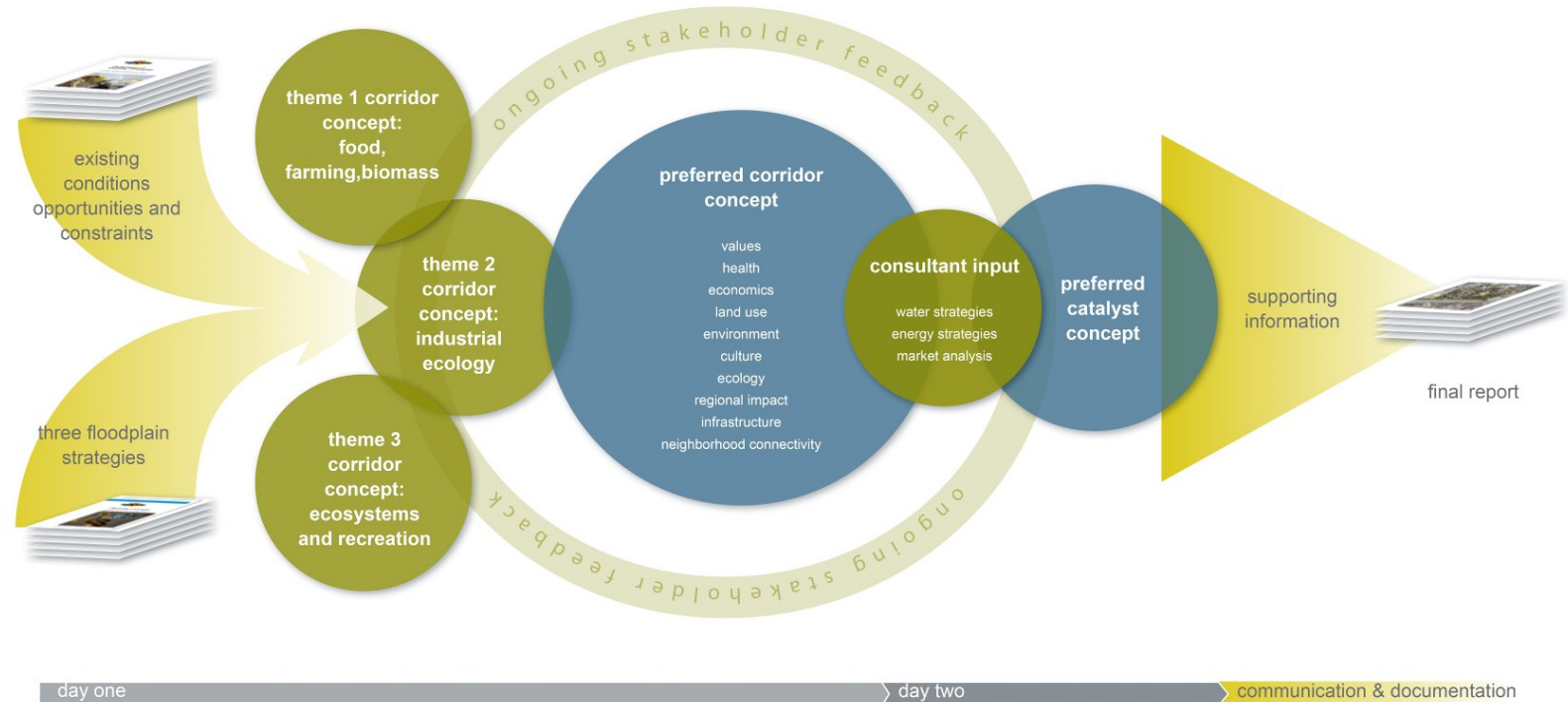
An interagency team made up of City of Portland Bureaus of Planning, Environmental Services, Parks and Recreation, the Office of Transportation, the Office of Sustainable Development, the Portland Development Commission, and Metro Parks and Greenspaces, worked with a consultant team to consider development alternatives for the Foster Corridor.

The Team engaged in a 2-day exploratory charrette on May 27-28, 2008 with a goal of drafting development alternatives for the corridor. Following a review of past planning documents, urban design studies, previous community feedback, market studies, and existing conditions, the group explored key principles and design themes. Development concepts considered the opportunities to leverage public investments and create additional assets for the community far into the future.

The work resulted in the development of three Preliminary Concept Alternatives for further examination; Alternative 1 was created during the charrette, and Alternatives 2 and 3 resulted from further input and programmatic information from the project team.

The City and Metro expect to continue conversations with area property owners and the Lents community to determine the preferred vision for the Foster Corridor and the steps necessary to attain that vision.

Charrette Approach



Market Summary

The Foster Corridor occupies a strong regional location with extensive infrastructure investments. The nearby assets and workforce provide a compelling landscape for expanded employment (particularly food production, urban agriculture, and “green jobs”), community recreation, enhanced natural areas, intensified mixed use neighborhoods, and environmentally sustainable redevelopment.

Johnson Gardner LLC, a real estate development and land use economics consultancy, evaluated the short- and long- term development potential of the area (see Appendix for full report). The assessment guided the study team in creating the preliminary concept alternatives.

Johnson Gardner expects the Foster Corridor will likely to see a significant change in both market perception and land development patterns over the next decade. The study area has seen a significant level of infrastructure investment, including a full freeway interchange, two light rail stations and the Springwater Corridor. As a result, the locational strength of the study area in terms of accessibility and visibility should become increasingly recognized. These advantages are offset to some extent by a number of development issues that are perceived to add uncertainty and complexity to the local development process. These include periodic flooding, potential brownfield issues, and unclear plans for the extensive public holdings in the area. Increased clarity in these areas would positively impact the local development environment.

The table to the right summarizes the Johnson Gardner findings and conclusions by major land use.

Market Assessment Conclusions

| Land Use | Occupancy / Sales Activity | Lease Rates / Sale Prices | Short-Term Development | Long-Term Development |
|--------------------------|---|---|---|---|
| <i>Office</i> | Occupancy over 97%, well above the SE submarket average of 89%. | \$25.00 to \$31.02 per square foot (Gross) | The short-term potential is good, but at a limited scale. The study area characteristics are not necessarily consistent with a regional-serving office concentration, but the area can support more neighborhood serving tenants. | Over the long term, it is likely that office concentrations will become less aggregated, as technology diminishes the need for physical proximity. Sites with visibility from I-205 are seen as commanding a premium for office development. |
| <i>Industrial</i> | Local occupancy rates estimated at 85%. | Available space in the primary market area at \$5.86 NNN. | The industrial market is somewhat soft in the area, but much of the space is of poor quality and of limited use as a comparable. The industrial market can likely support speculative development of flex space in the area. | The unique attribute of the Freeway Lands site is its scale as well as its convenient freeway access. While the local area does not have a well developed industrial base, the site has potential use for a campus user that desires a 20-50 acre site, visibility and/or excellent regional access. |
| <i>Retail</i> | Healthy occupancy exceeding 91% but below the submarket’s average of over 98% | \$14.28 to \$27.00 per square foot with an average price of \$20.20. | While occupancy in the broader market area remains exceptionally high, opportunity gaps exist in all major categories of spending within a 1-mile radius of the subject. Nonetheless, the viability of retail will be highly dependent upon the configuration and location of individual sites. | Expected increases in local residential density will increase retail demand in the area. Competition with regional centers such as Clackamas Town Center and the 82 nd Avenue Corridor will tend to push development towards a smaller neighborhood or community serving retail cluster. |
| <i>Rental Housing</i> | Extremely healthy apartment market with surveyed projects reporting average occupancy at 99%. | \$0.75 to \$1.05 per square foot quoted rents. Many local projects have received tax credits, and rents are set below market. | Fair development potential, for market rate units with a lack of new rental product being introduced in the market area. Conditions are strong, but achievable rent levels are below replacement cost. The light rail extension is expected to boost market attention on the area. | The long-term marketability of the area for market rate apartments will be dependent upon the perceived desirability of the area. The addition of the new MAX line as well as proximity to regional arterials should provide for additional pricing power. Strengthening of the local commercial amenity base would be helpful. |
| <i>Ownership Housing</i> | 17 attached new home sales in the area over the last year, with 66 new detached sales | Average price of \$163-\$165 per square foot for attached new construction, | New development within the study area is expected to be limited to either attached for-sale condo or small lot infill product. These are seen as being price point as opposed to lifestyle-driven in this area. | The primary challenge to ownership residential development in the area is appropriate residential edges and improvements in the local amenity base. The market is currently soft, but is expected to recover by 2010. |

Preliminary Concept Alternatives

The three Preliminary Concept Alternatives seek to capture and leverage the many opportunities of the Foster Corridor. Sustainable employment, environmental sensitivity, flood mitigation, high quality recreation, and housing and community-oriented commercial development are common to all alternatives. The concepts vary in the approach to emphasizing and balancing these components, particularly with how the Freeway Land catalyst site and the areas north of Foster Road are addressed.

Common Concept Components

Described below are the common components of the concept plans. The preliminary alternatives are presented starting on the following page.

Flavel Station • Area 1 (~75 acres) The alternatives envision more intense redevelopment of the Flavel Station area to take advantage of the proximity to MAX light rail. The Flavel Station is expected to assume an employment focus, with rezoning to allow a broader array of land uses and higher intensity development. Flood management and impervious surface limitations are considered at broad, district-scale, rather than on a site-by-site basis. The ultimate development of the station area will be partly based on the land uses and activities on the catalyst site given the direct physical connection between the two areas.

Lents Town Center • Area 2 (~80 acres) Each of the Alternatives seeks to continue redevelopment of the Lents Town Center. Development is focused on community commercial, residential and employment uses that take advantage of new MAX light rail and reinforce the area as a center of community activity.

92nd Avenue • Area 8 (~40 acres) Southeast 92nd Avenue emerges as a key link between Lents Town Center and Flavel Station. The street transitions to a higher intensity, mixed use character.

Lents Triangle • Area 3 (~60 acres) The “Lents Triangle” to the east of Interstate 205 presents an opportunity to capture the do-it-yourself spirit of the community. As the gateway to the catalyst site it is envisioned as a live/work neighborhood, offering spaces for small, entrepreneurial businesses and supporting residential uses. Southeast 101st Avenue, a critical connection for the catalyst site, has a replacement, multi-modal bridge over Johnson Creek. The 101st/Foster

gateway offers opportunity for locating specific uses that require visibility and relate to activities on the catalyst site. Sites are rezoned for multiuse, providing flexibility for live/work and other compatible activities.

North of Foster/Springwater • Area 4 (~130 Acres) The section north of Foster Road and the Springwater Corridor trail is an area that differs between the concepts. For all concepts, the Springwater trail and associated natural areas create a visible green spine that links recreation with living, working, and training-education. The intersection of Foster Road and the Springwater trail serves as a major gateway to the area. The gateway calls for a unique marker that celebrates Lents’ history and its future. Some alternative concepts include grade separation of Foster Road and the Springwater trail to improve safety and reduce flood events on the road. Over time, the northern and eastern reaches of the area are expected to transition away from existing industrial uses.

Foster/East Wedge • Area 5 (~75 acres) Foster Road plays a prominent role in providing physical connections and defining the place that is the Foster Corridor. Foster Road would be improved with boulevard treatments: street trees, stormwater management “green street” features, wider sidewalks, and safe bikeways. This transformation would spur significant changes to frontage properties. The specific uses of the frontage properties vary among the concept alternatives. Zenger Farm anchors activities toward the eastern edge of this area; its use is expanded to accommodate additional urban agriculture businesses and workforce housing. The Springwater trail crossing at SE 122nd Avenue offers an opportunity for an enhanced bicycle and pedestrian entry to the Foster Corridor.

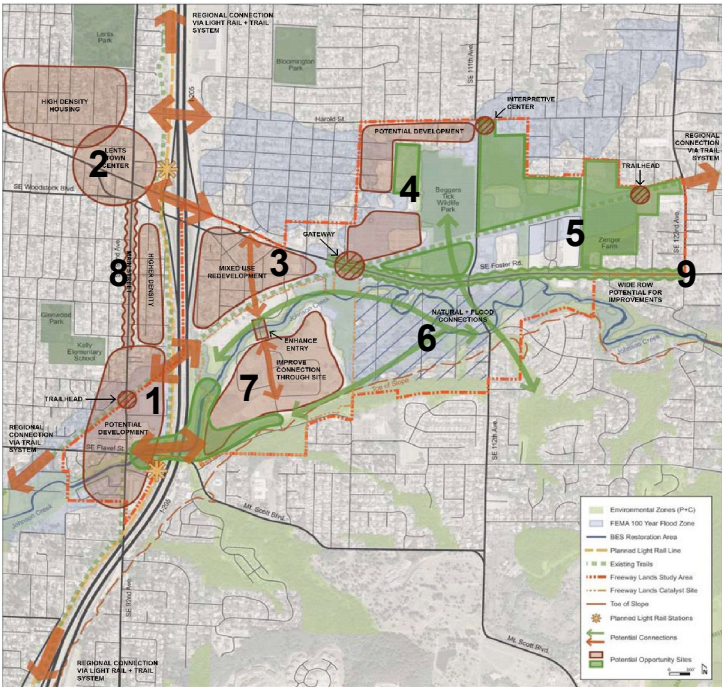
122nd Avenue • Area 9 (~15 acres) The intersection of SE 122nd and Foster emerges as a key node of community-focused retail and services within walking distance of the growing Powellhurst-Gilbert neighborhood. Recently added to the Lents Urban Renewal Area this node could offer retail space for nearby urban agriculture products and link to the 122nd Avenue/Springwater Corridor gateway.

Johnson Creek • Area 6 (~80 Acres) Floodplain restoration will reduce the frequency of Foster Road flooding and will establish Johnson Creek and surrounding open space as a marketable amenity. This effort

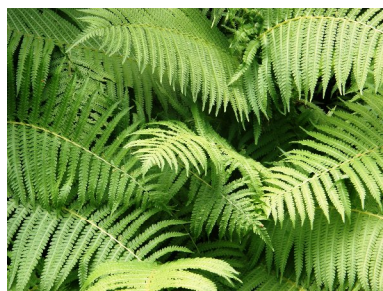
is critical to realizing additional development in the study area. It is expected that the areas south of Foster Road will continue to be improved and enhanced for flood mitigation purposes. Acquisition of flood prone properties is expected to continue. Two of the concept alternatives suggest additional areas that may be gained for flood mitigation, potentially co-located with recreational facilities.

Catalyst Site • Area 7 (~75 acres) The Catalyst Site, formerly called “Freeway Land”, is a major opportunity site to realize the community goals of developing jobs and amenities in concert with the natural environment. The concept alternatives offer three different schemes to achieve these goals. Common among them is a concentration of activity at the southwest corner of the site, taking advantage of the regional access offered at the Flavel MAX station. Another common element is re-establishment of the bank of Johnson Creek for ecosystem services and stormwater capacity - a minimum creek buffer of 200 feet is proposed – and restoration of the channel/tributary at the southern edge. In addition to the improved access at 101st Avenue, a new access point is envisioned at the southwest corner connecting to the Flavel station.

Common Components - Area Legend

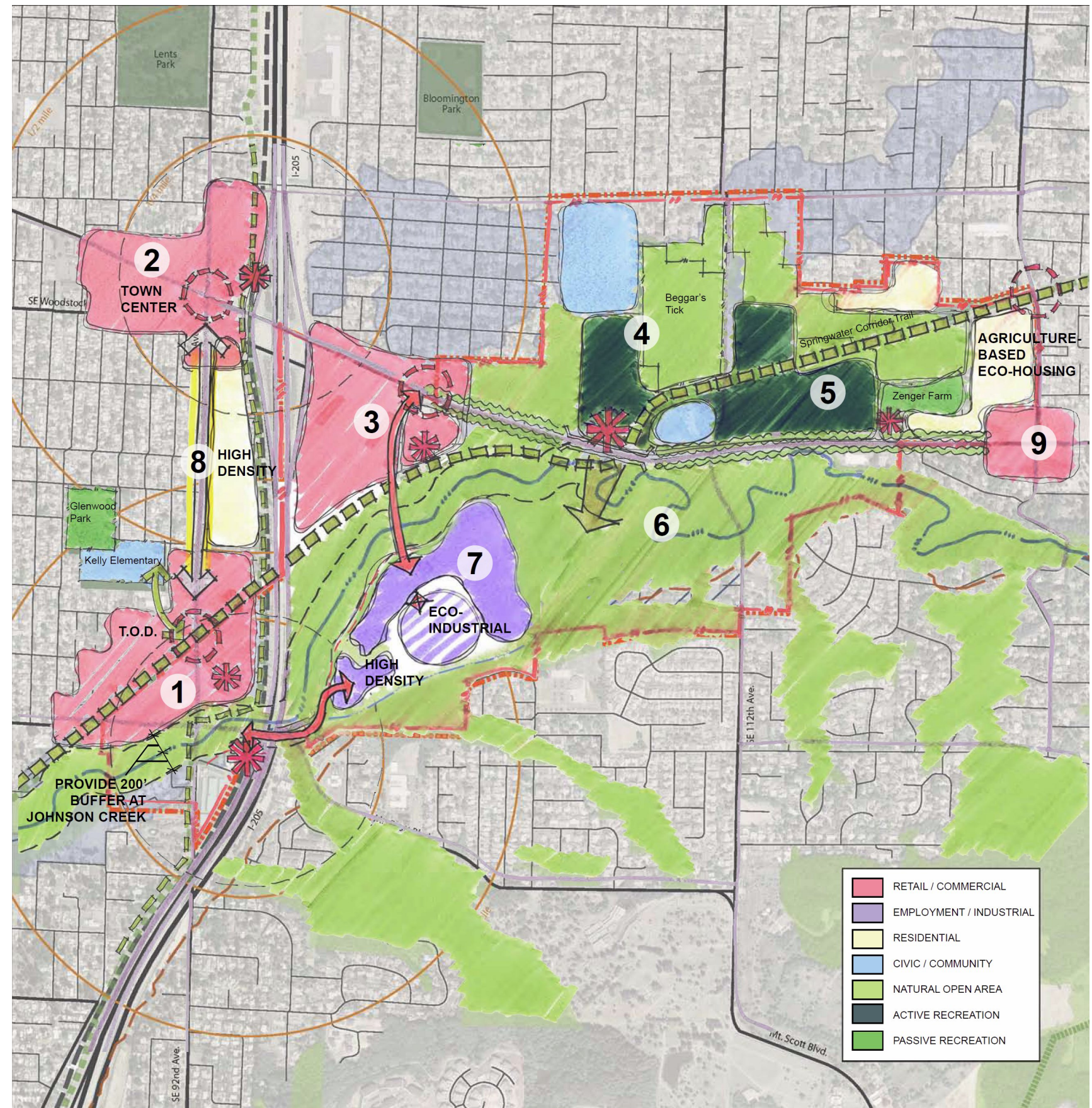


Alternative 1



Eco Employment

Alternative 1 seeks to maximize employment opportunities in the Foster Corridor. It envisions intense development of the catalyst site with eco employment uses, while accommodating significant environmental restoration and recreation opportunities in other parts of the corridor.



Eco Employment Opportunity

The Eco Employment alternative emphasizes expanded job opportunities and intensifying available land to increase employment densities. The expansion of jobs on the catalyst site offers an excellent opportunity to capture key features of the property:

- One of the largest underdeveloped employment sites in Portland.
- Direct transportation access and visibility to Interstate 205, MAX Green Line, Springwater Corridor, and Portland International Airport.
- Potential for a range of prospective and viable uses with office uses favoring frontage along Interstate 205 and natural corridors.
- Speculative development of the site for industrial and office users appears viable from market and site attribute perspectives.
- Excellent campus location, which is less dependent upon an established depth of users than speculative development. Campus setting may include a range of uses such as office, manufacturing, and distribution.



Major components of Alternative 1

Catalyst Site • Area 7

- Intense employment activity and development that responds to amenities of the district and “green” surroundings.
- Synergies between uses to maximize efficiencies including “green” functions, waste reduction, and energy sharing - eco industrial model.
- Opportunity for intense multi-user, vertical-flex development and/or a large campus user with a range of eco industrial office and manufacturing facilities.
- Highest intensity of uses is focused near southwest corner, at Flavel, to take advantage of MAX transit opportunity.

Flavel Station • Area 1

- Provides a direct connection to catalyst site.
- Examine zoning to allow intensification for office, mixed use development.
- Develop a destination: consider opportunity for corridor-related education facility (example: Center for Urban Agriculture and Culinary Studies).
- Create trail overpass at Flavel for safe crossings.

North of Foster/Springwater • Area 4

- Sites transition from industrial and employment uses to community-scaled active recreation uses, combined with Foster/East Wedge.
- Additional flood management and environmental resource areas that may be used for passive recreation and limited seasonal recreation activities. Ties together with Beggars-tick Wildlife Refuge.
- Foster Road and Springwater are separated to minimize conflicts.
- Foster reconfigured/elevated to minimize flooding incidents and allow movement of water between flood storage areas to north and south.
- Potential uses may include school at northwest near SE Harold.

Foster/East Wedge • Area 5

- Transition over time to community-scaled active recreation uses combined with the area North of Foster/Springwater
- Flood management and mitigation is further established in the area
- Springwater Corridor trail is realigned to allow for safer crossings at Foster and to create a central gateway to the Corridor.
- Consider opportunity for transferring development rights outside of floodplain to other areas within district as offset.

- Intensify farm/agricultural uses associated with Zenger Farm at east end of area - community kitchen, food research facility, flood-friendly greenhouses.

Implications for Study Area

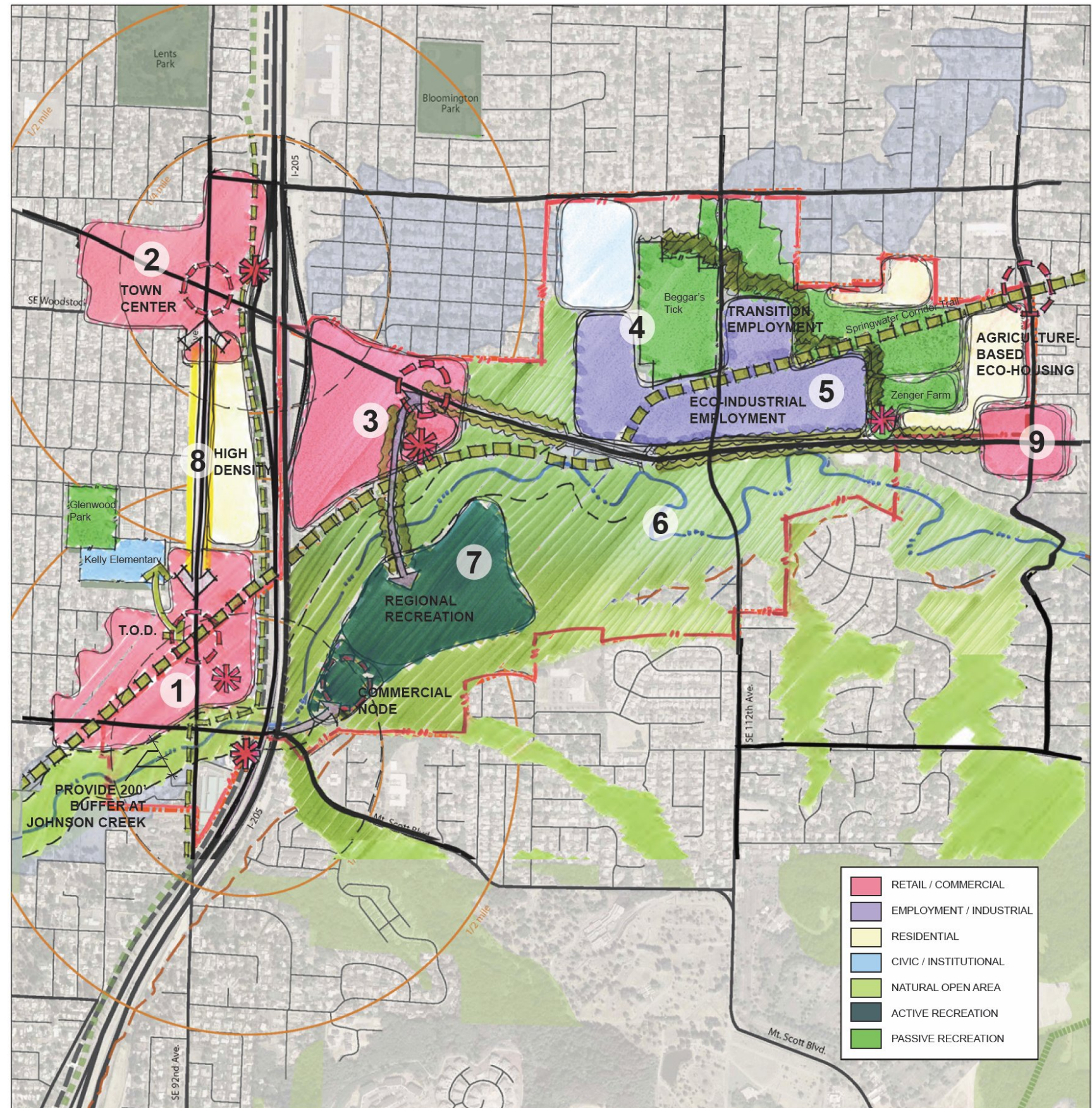
- The Eco Employment alternative would require a major property acquisition effort.
- Redevelopment will more than likely require an incremental approach, acquiring property and cleaning up of brownfield sites.
- Option preserves and enhances opportunities for a major employer or other catalytic job strategy.
- This alternative envisions a business and employment focus on specific target sectors generally related to energy, green manufacturing, and urban agriculture/food-related enterprises.
- For recreation, this scenario would feature a number of community-oriented opportunities accessible from Springwater Corridor trail. A regional recreation venue may be achievable, but will require attention to consolidate and configure the separate parcels. The alternative could create a broad spectrum of recreation activities that relate to sustainability education and research.
- Land modification and contouring to create new landscape forms may go hand in hand with clean up or restoration activities.
- Note that the Springwater Trail is the backbone of the recreation components that relates to a number of different uses.

Alternative 2



Destination Recreation

Alternative 2 focuses on creating a significant destination recreation facility in the Foster Corridor. Recreation-related development, such as sportswear design, hotels, and leisure retail, afford employment and services opportunities. Employment uses are maintained in the areas north of Foster Road and balanced with significant environmental restoration and transitions to the revitalizing neighborhoods to the north.



Recreation Opportunity

The Destination Recreation concept emphasizes recreation facilities that will attract users from the community and region, create an asset for the area, and provide economic development benefits. Development of the catalyst site with a recreation focus offers excellent opportunities:

- Respond to demand for large-scale, outdoor space and facilities to support multiple sports and events such as tournaments.
- Provide indoor facilities such as aquatics and fitness, as well as supporting food and retail uses.
- Include needed spaces for meetings, workshops, local events.
- Provide a venue for emerging sports such as mountain biking and skateboarding.
- Cater to a diverse population interested in healthful activities.
- Provide significant employment, including youth employment and other spin off economic benefits: sporting goods manufacturing and design, lodging, and recreation-related retail.



Major components of Alternative 2

Catalyst Site • Area 7

- The site is developed for recreation facilities serving outer southeast Portland and also as a potential attraction across the region.
- Special features and unique recreation opportunities create the catalyst for recreation-oriented employment and economic activity at the Flavel MAX station.
- Highest intensity of use focused near southwest corner at Flavel to take advantage of MAX transit.

Flavel Station • Area 1

- Provides a direct connection to catalyst site.
- Examine zoning to allow intensification for hotel, office, retail, mixed use development
- Develop a destination center, related to the regional recreation resource.
- Trail overpass at Flavel for safe crossings.

North of Foster/Springwater • Area 4

- Sites are evaluated over time for clean up and enhanced employment opportunities.
- Employment transitions from general industrial into “clean and green” employment uses and live/work opportunities.
- Transition issues and use conflicts with adjacent neighborhood mitigated over time.
- Key environmental features maintained, but not significantly expanded.

Foster/East Wedge • Area 5

- Area emphasized for more intense employment and industrial use, taking advantage of Foster Road access.
- Springwater Corridor trail realigned off of railroad right-of-way to allow for safer crossings at Foster and to create a central gateway to the Corridor.

Implications for Study Area

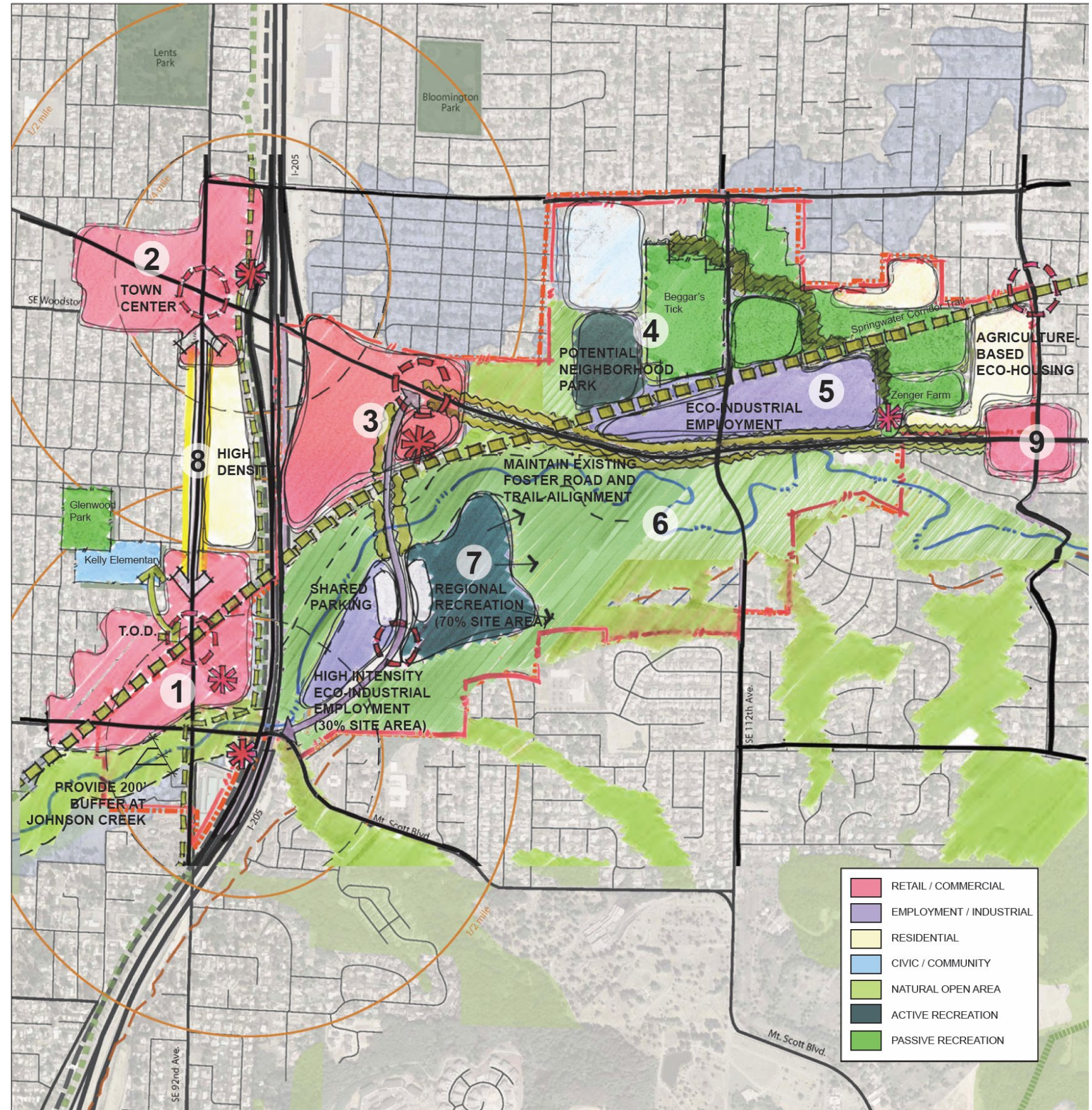
- Recreation facility has potential to create sense of place and destination for the Foster Corridor area.
- Positive impact on tourism with attendant economic benefits.
- Opportunity for intensification of employment uses in Areas 4 and Area 5 as market conditions change. Recreation focus may create new employment opportunities related to recreation.
- Transition of North of Foster industrial areas likely to happen more gradually than with the other two concepts.
- Economic development potentially dispersed throughout the corridor.
- Lents Town Center and Flavel Station become more important for job development.

Alternative 3



Employment • Recreation Hybrid

Alternative 3 mingles employment, major recreation, and environmental resource facilities throughout the Corridor. Employment is focused in key high-access areas on the catalyst site and along Foster Road. Recreation resources and environmental restoration functions are grouped to augment existing resources east of the catalyst site and in the area north of the Springwater Corridor.



Hybrid Opportunity

The Hybrid alternative provides for significant employment opportunities and recreation, spatially distributed to take advantage of existing environmental resources, transportation features, and land uses. It seeks to blend and balance the varied opportunities:

- Respond to existing land uses and transportation in a way that builds on the assets of the area: MAX, I-205 visibility.
- Focuses public and recreation investments strategically throughout the corridor, leveraging existing public land and assets.
- Allows intensification of employment-oriented uses based on market factors and opportunities.
- Provides possibility for sharing of parking and other amenities between users.



Major components of Alternative 3

Catalyst Site • Area 7

- Intense employment activity at the southwest corner responds to Flavel MAX station opportunity.
- Eastern portions of site are developed for community-scale recreation and are linked to passive recreation on floodplain restoration areas to the east.

Flavel Station • Area 1

- Provides a direct connection to catalyst site.
- Examine zoning to allow intensification for office and mixed use development.

North of Foster/Springwater • Area 4

- Sites are evaluated over time for clean up and reuse for environmental and recreation resources.
- Potential for large neighborhood park and other community amenities.
- Northwest site near SE Harold reserved for school, park-oriented housing, or other more developed uses.
- Transition issues and use conflicts with adjacent neighborhood mitigated over time.
- Key environmental features maintained and expanded. Ties together with Beggars-tick Wildlife Refuge.

Foster/East Wedge • Area 5

- Area emphasized for more intense employment and industrial use, taking advantage of Foster Road access.

Implications for Study Area

- Opportunities for an integrated approach in which living, working, playing and sustainability work together, rather than happening in separate places.
- Shared parking potential may be greater than with the other two concepts.
- Eco employment and destination recreation facilities could be sized to respond to available parcels.

Next Steps

Critical feasibility questions must be answered in order to achieve any one of the Preliminary Concepts. The exploratory study focused on the potential opportunities available in the area. Additional policy work and conversations with the community need to take place before determining the appropriate direction for the Foster Corridor.

Critical Path

Inter-Bureau Compact

Revitalization and reinvestment activities for the Foster Corridor will likely require a partnership among local public agencies and private property owners. To harness the emerging opportunities it is recommended that public agencies pursue an explicit agreement on how to advance the ultimate preferred scheme in the short-, medium-, and long-terms. The “compact” would include actions, roles, and responsibilities related to Planning, Funding, Design, Operations, and Maintenance. Ideally, the agencies will consider creating a Resource Management Association focused on collaborative efforts for long term maintenance. Once a compact is in place there are additional opportunities for the agencies to pursue formal relationships with other public and non-profit service providers in the area.



Community Dialogue

The Foster Corridor charrette was employed to reflect on past public involvement and technical study efforts and to begin exploring the opportunities to create additional assets and resources. Public processes over the past 10 or more years have recognized the Foster Corridor as a key resource area and have specifically identified Freeway Land as a catalyst opportunity site. While much work in the area has been done, the exploratory study illustrates additional opportunities ahead and in a larger context than previously explored. The charrette and resultant concept alternatives provide the framework for a renewed community conversation about the existing conditions and vision for the future of the Corridor.

Land Acquisition Strategy

It is recognized that each of the Preliminary Concepts includes development of public amenities. To capture the opportunities a coordinated land acquisition partnership and strategy among City Bureaus, and potentially Metro, will be necessary. The Preliminary Concepts have the most value if the full scheme is achieved. The current patchwork of public and private investments does not hold the same level of value as a coordinated effort would. Therefore, it is recommended all City Bureaus be active partners for any acquisition, no matter the end use.

Cut-and-Fill Strategy and 50% Impervious Surface Policy

City policy currently includes a site by site requirement for balanced cut-and-fill and a cap on impervious surface allowed for new developments. These goals are needed to ensure protection and enhancement of valuable assets in the Johnson Creek watershed. They are also necessary to lessen flooding impacts to nearby residents and businesses. It is recommended the City consider how the Foster Corridor could meet these policies on a district-wide basis without negatively impacting surrounding properties. Pursuing balanced cut-and-fill and no more than 50% impervious surface for the district as a whole will provide the ability to create active development nodes nearest public infrastructure, while preserving the most environmentally sensitive properties. The Preliminary Concepts assume some level of district wide development transfer system, increased flood storage, and enhanced natural habitat.



North of Foster Feasibility

Some lands north of Foster in the area of SE 111th Avenue are underutilized and present interesting opportunities for additional recreation or employment development. The area is impacted by Johnson Creek flooding and contains uses that are difficult to relocate, namely auto wrecking yards. With the acquisition and development of flood prone sites focused south of Foster Road, through BES’s Willing Seller Program, the City has attempted to reduce the flooding impacts. Additional restoration of wetlands and mitigation of impervious surface north of Foster Road would augment these efforts and link to existing publicly-owned environmental resources areas.

As the used auto parts industry shifts to greater use of electronic commerce (online shopping), the need for retail locations will be diminished. Auto yards in other states are beginning to reformat into high-tech parts warehouses with much smaller land footprints than the current “yards” format. Conversion of the yards allows for reuse of the land for other uses that are less land intensive, with higher employment density.

The flooding patterns north of Foster and changes in the auto parts industry requires further study to determine the potential of the area to change. It is recommended the City begin conversations with property owners and also study the area’s capacity to store additional floodwaters. The outcome of this study is critical to determine which Preliminary Concept can best meet the community’s needs east of I-205.

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Foster Grade-separation Study

A significant feature of the preliminary concept alternatives is the possibility of raising Foster Road in the area of SE 111th Avenue. The grade separation is intended to allow fewer flooding incidents that close off access to local business. It also offers safer Springwater Corridor trail crossings. This may have broader regional implications as areas to the east in Pleasant Valley and Damascus continue to develop.

The location of the grade separation centers near the location where Johnson Creek first jumps the bank in a typical flooding event (near SE 111th Avenue). Additional study is required to determine how high and long the grade separation would have to be in order to reduce flooding conflicts. It is known that raising the roadway completely out of the floodplain is not cost-effective. Further study is needed to determine how much separation would produce benefits without creating additional neighborhood impacts. The study should be conducted in coordination with the Transportation System Plan update, the Streetcar Master Plan, the Foster/Powell Corridor studies, the Pleasant Valley and Damascus Community Plans, and flood mitigation plans.

There are other policies and ideas that will need to be tested for feasibility. These actions are not critical path items, but should be studied further in the next phase of the process:

- Impacts of Preliminary Concept Alternatives on city and regional Industrial Land Supply.
- One potential strategy for addressing the current flood footprint is to transfer development rights from properties within the 100-year floodplain to areas outside of it. Study is needed to determine what zoning would need to be in place and if there is enough development potential for the transfers to be successful.
- Ideally, the Foster Corridor will set the policy goal of developing into a “net zero carbon emissions” district with water recycling, carbon emissions reductions, and energy conservation strategies. It is known there are various existing code and policy provisions that are barriers to alternative energy and water systems. Additional review is required to determine the level of effort and actions needed to achieve Net Zero Carbon and to accommodate alternative systems.

Catalyst Activities

Once a feasible concept for re-energizing the Foster Corridor is determined, there are initial steps that can be taken to better position the area for success. The preliminary concepts would benefit from immediate actions:

Improve Foster Road

Added and improved bike and pedestrian amenities; increase plantings, lighting, stormwater management, and other “boulevard” treatments.

Mitigate Flooding

Continue implementation of floodplain restoration/flood mitigation and habitat restoration strategies.

Celebrate Natural Environment and Trail Connections

Prioritize safer crossings for the Springwater Corridor trail at 82nd, Foster, and 122nd. Build a trailhead close to the catalyst site and light rail to encourage regional use of Springwater Corridor. Install gateway art/markers that symbolize the cultural and functional history of the area. Improve trail connections to open space, parks, and community centers.

Promote Urban Agriculture / Green Education

Review opportunity sites under current public ownership (example: BES Furrey Site and Flavel station area). Consider "eco housing" targeted to agricultural workforce near Zenger Farm. Support expansion of Zenger Farm programs including Farm Camp and Adult Foodie Camp.

Flavel Station Plan

Develop a station area plan that considers possible partnerships for development of the Center for Urban Agriculture and workforce training for the sustainability sector. Consider rezoning to districts that encourage transit-oriented development and leverage the light rail investment.

Economic Development Strategies

Explore job development opportunities relating to climate change, such as research on plant ecology to combat urban heat islands and maintenance of carbon-sequestering landscapes (e.g., constructed wetlands). Pursue potential development partners/tenants for Flavel and Lents Town Center MAX stations. Attract sustainable industries to locate or expand operations in the Foster Corridor.

Background Summary

Study Area Context

The Foster Corridor Exploratory Study has considered many aspects of the area in preparation of informing a more detailed public planning process to follow. The Preliminary Concepts are based on initial considerations of the market position of the Corridor, opportunities and constraints, existing conditions, and the area’s potential for developing sustainable energy and water systems. What follows is a summary of these foundational pieces.

Economic Analysis Summary

The Lents community demographics are rapidly changing, spurred on by elevated housing costs in inner-city Portland and the development of a new light rail line connecting Lents to Clackamas Town Center, Portland International Airport, and downtown Portland.

It is expected that the longer-term development trajectory for the Foster Corridor will favor a more intensive land use pattern. The area occupies a strong geographic location with extensive infrastructure investments, and the market will come sometime during the planning period. Additional economic analysis findings are summarized below (see Appendix for full report).

Market Advantages. The Foster Corridor is likely to see a significant change in both market perception and land development patterns over the next decade. The study area has seen a significant level of infrastructure investment, including a full freeway interchange, two light rail stations, and the Springwater Corridor. As a result, the locational strength of the study area in terms of accessibility and visibility should become increasingly recognized.

Market Challenges. These advantages are offset to some extent by a number of development issues that are perceived to add uncertainty and complexity to the local development process. These include periodic flooding, potential brownfield issues, and unclear plans for the extensive public holdings in the area. Increased clarity in these areas would positively impact the local development environment.

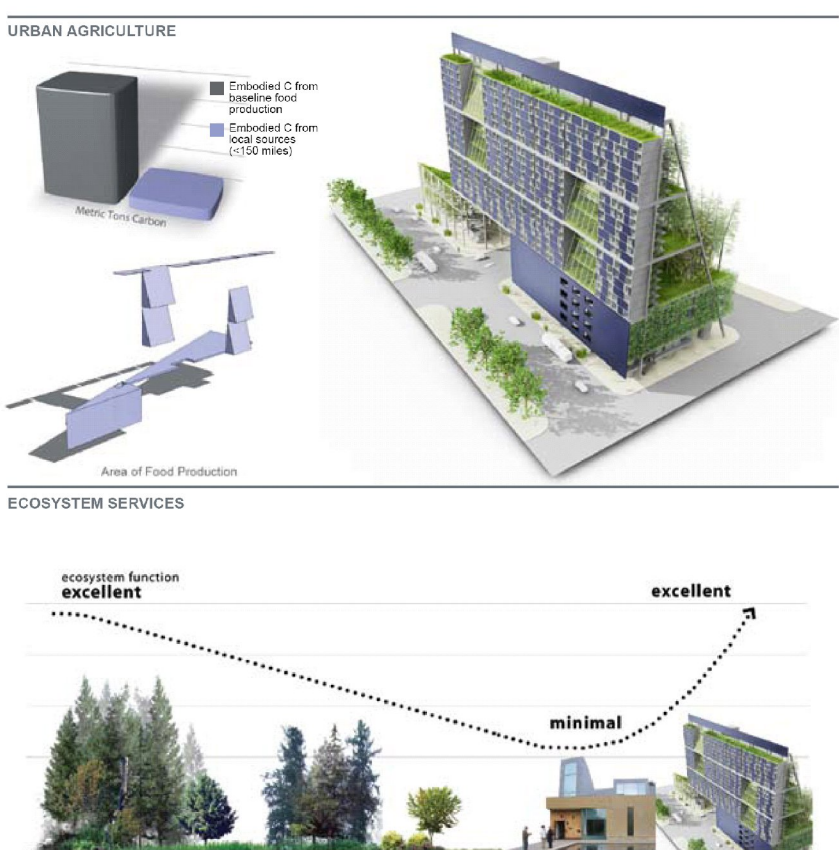
Land Values. Current development patterns in the area reflect the relatively low value of land, which favors uses with significant outdoor

storage and/or yard space such as auto salvage yards. At this time, there is a disconnect between the locational advantage of the Foster Corridor and local land values. As values rise, it is expected that local uses will shift towards more intensive development forms making better use of the local and regional infrastructure investment.

Adjacent Natural Areas. The Freeway Lands parcel, east of I-205 and south of Foster Road, is one of the most promising economic development sites remaining in Portland’s inventory of industrial lands. The site has significant scale, outstanding regional access and visibility from I-205. In addition, the extensive public holdings to the east of the site offer the potential for development of a marketable amenity for tenants on the Freeway Lands parcels. The final form and maintenance plan of the Johnson Creek basin and BES holdings can substantively impact the value of this sizable area to adjacent commercial and residential uses.

Freeway Land Catalyst Site. A range of prospective uses are seen as viable on the Freeway Land site, with office uses favoring frontage along I-205 and natural corridors. Speculative development of the site for industrial and office uses would appear viable from a general market and site attribute perspective, but this type of development would likely favor sites in the more established Sunnyside Road area a few miles south of the site. Freeway Land would serve as an excellent campus location, which is less dependent upon an established depth of users than speculative development. Uses in a campus setting may include a range of uses such as office, manufacturing and even distribution. Campus users are difficult to forecast, but development planning on the site should retain to the extent possible a site compatible with a campus user even if preliminary development is more speculative in nature.

Flavel Station. The Flavel Station is likely to transition to a more mixed-use form over time. The area surrounding SE 92nd has developed with some low intensity industrial uses, which are unlikely to be viewed as the highest and best use of the properties when the light rail line is completed. The area has strong development potential, assuming floodplain issues can be addressed. Likely future use types would be workforce housing (ownership and/or rental) and neighborhood-serving commercial (office and retail). The light rail station will increase developer interest in the area, particularly for higher-density residential



uses. Some of the local industrial uses would remain, potentially for decades, until development opportunities support redevelopment.

Preparing for Redevelopment. Realizing the development potential of the area will require “prepping” the area for success. In other words, the City should ensure that adequate infrastructure and appropriate entitlements are in place to accommodate and encourage desired development forms. The following is a brief list of areas in which the City could facilitate development/redevelopment in the area:

- Rezoning of properties near the light rail stations;
- Improvements to Foster Road, particularly under the I-205 overpass and east of the interstate. This area serves as the “front door” to the district, and should be attractive as well as functional;

- Active marketing of the Freeway Land site for employment uses, providing support for potential uses that could anchor redevelopment of the site;
- Finalization of a flood storage and maintenance plan in the area, reducing uncertainty; and
- Development of a district “brand”, potentially with a sustainability, urban agriculture or environmental-sensitivity angle.

Natural Environment

Johnson Creek, the prominent natural feature in the Foster Corridor, flows 26 miles from its headwaters in Boring to the confluence with the Willamette River in Milwaukie. The creek is home to Chinook and Coho salmon and steelhead trout, listed as threatened under the Endangered Species Act. The creek also contains sensitive species of salamanders, frogs, and turtles. The creek’s banks and uplands are habitat to a diverse population of wildlife such as eagle, osprey, heron, beaver, and coyote. Native plant communities include cedars, alder, Nootka rose, snowberry, and Douglas spirea.

Over 10,000 years ago, the Missoula floods formed a broad flat floodplain in Lents. In 1903 the floodplain was bisected by a rail line, where the Springwater Corridor trail is now located. The line prevented the flow of flood waters between the wetlands north of the line and the creek on the south. In the 1930s the Works Progress Administration straightened, widened, and rock-lined the creek in an unsuccessful effort to reduce flooding. A combination of natural and human-made factors contributes to flooding of Foster Road and nearby businesses and residences.

In 2001 the City’s Bureau of Environmental Services completed the Johnson Creek Restoration Plan. The plan is being implemented with local and federal partners to mitigate flood damage from “nuisance” floods (relatively small floods that happen at average intervals of every 10 years or so). The City has also been managing new development in the floodplain through adoption of a balanced cut-and-fill ordinance, the Stormwater Management Manual, and Johnson Creek Plan District regulations that limit impervious surface area on development sites.

Johnson Creek and Foster Corridor are at the northern foot of Mt. Scott, an extinct volcanic butte. While much of Mt. Scott is developed, the City

of Portland owns nearby Powell Butte and efforts are underway, through Metro and local land acquisition programs, to protect other butte areas.

Community Amenities

The Foster Corridor offers convenient access to Mt. Hood and the Columbia River Gorge. It also offers nature, jobs, and leisure destinations closer to home. The corridor links the revitalizing Lents Town Center with the emerging Pleasant Valley community via the Springwater Corridor trail, which connects inner Southeast Portland to Gresham along Johnson Creek. The Foster Corridor provides living wage jobs close to affordable neighborhoods where families truly can live, work, and play.

The area also offers opportunities for growth of jobs and small businesses, enhanced access to nature, and superior amenities for area residents. Ideas such as developing a hub for urban agriculture and environmentally sustainable food production would leverage the local assets and workforce, and further promote community health and stability. The area’s position in the region calls for a renewed plan to guide redevelopment and capture the many positive activities along and nearby the Corridor.

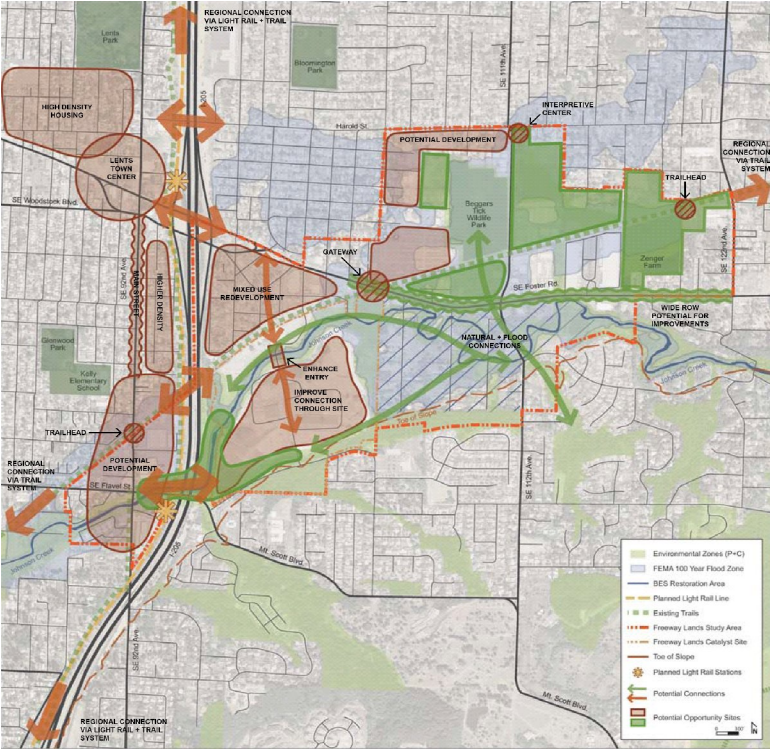
Opportunities and Challenges

During the course of the Exploratory Study, the team identified the opportunities and challenges of the Foster Corridor. The Preliminary Concept Alternatives were developed to address the challenges and leverage the area’s opportunities.

Opportunities

- Major gateway into Portland
- Johnson Creek natural areas
- Broad and diverse workforce
- Two light rail stations
- Nearby mixed use Lents Town Center
- Affordable land
- Regional freeway access
- Springwater and I-205 multi-use trails
- Zenger Farm and Leach Botanical Garden
- Excess right of way on Foster Road – room for improvements

- Publicly-owned sites north and west of Beggar’s-tick Wildlife Refuge, not required for flood mitigation projects
- “Foster Triangle” between I-205, Foster, and Springwater trail has underutilized land - creative infill potential
- Mixed income, diverse neighborhoods nearby



Foster Corridor Opportunities & Challenges

Challenges

- One-way Foster/Woodstock couplet: affects retail development potential in the Lents Town Center and prioritizes autos over other transportation users
- Cost of desired changes
- Needed utility infrastructure upgrades for any new demand
- Lack of basic infrastructure, such as pedestrian network and complete street improvements, throughout corridor and nearby neighborhoods

- Some existing uses are difficult to relocate due to modern permitting requirements
- Balanced cut-and-fill requirement for each site
- 50% impervious area cap for each site
- Industrial properties accessed via SE Harold Street (also an opportunity for change of use/zoning)
- Under-sized 101st Avenue bridge, accessing catalyst site
- Lack of active street frontage along much of Foster Road, especially the south side of street
- North/south connectivity lacking
- Non-transit oriented development at Flavel station

Development Themes Explored

Land Use Themes

The charrette participants considered three land use themes for developing the preliminary concepts that embody the Corridor's opportunities:

- Food/Farming/Biomass
- Industrial Ecology
- Ecosystems and Recreation

The themes were selected to encompass a range of opportunities presented by the area's assets, to provide and consider "new ideas" for the area, and to act as a springboard for additional thinking and refinement in a future planning phase.

Land Use Themes

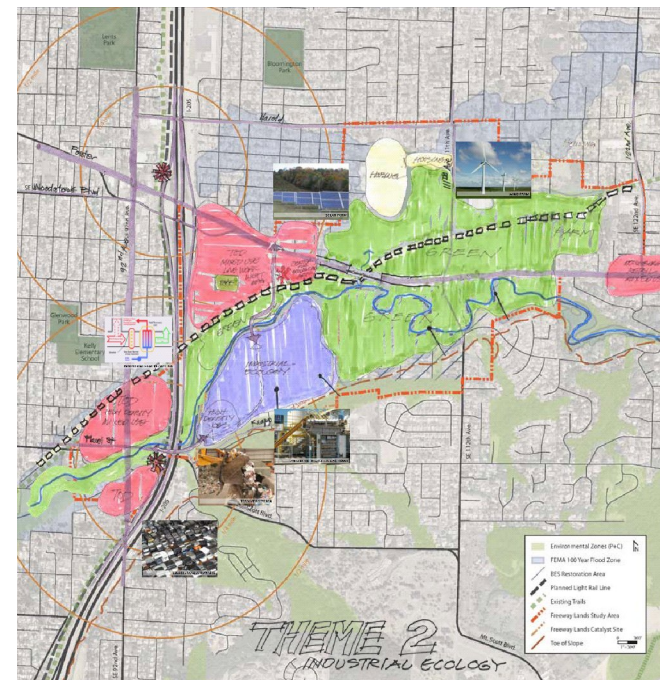
Food Farming & Biomass

Theme ideas: Urban agriculture, institutional research, biomass, food processing



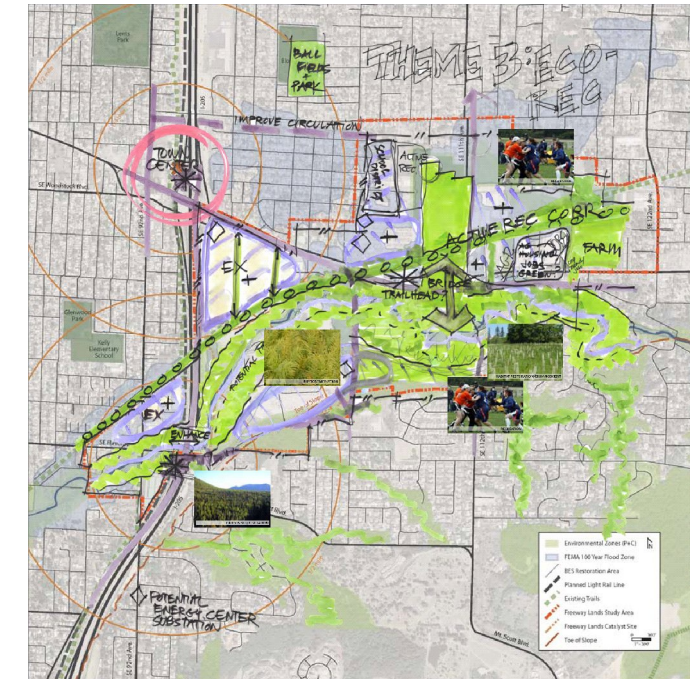
Industrial Ecology

Theme ideas: Reformatting recycling center, waste-to-energy district, clean energy incubator

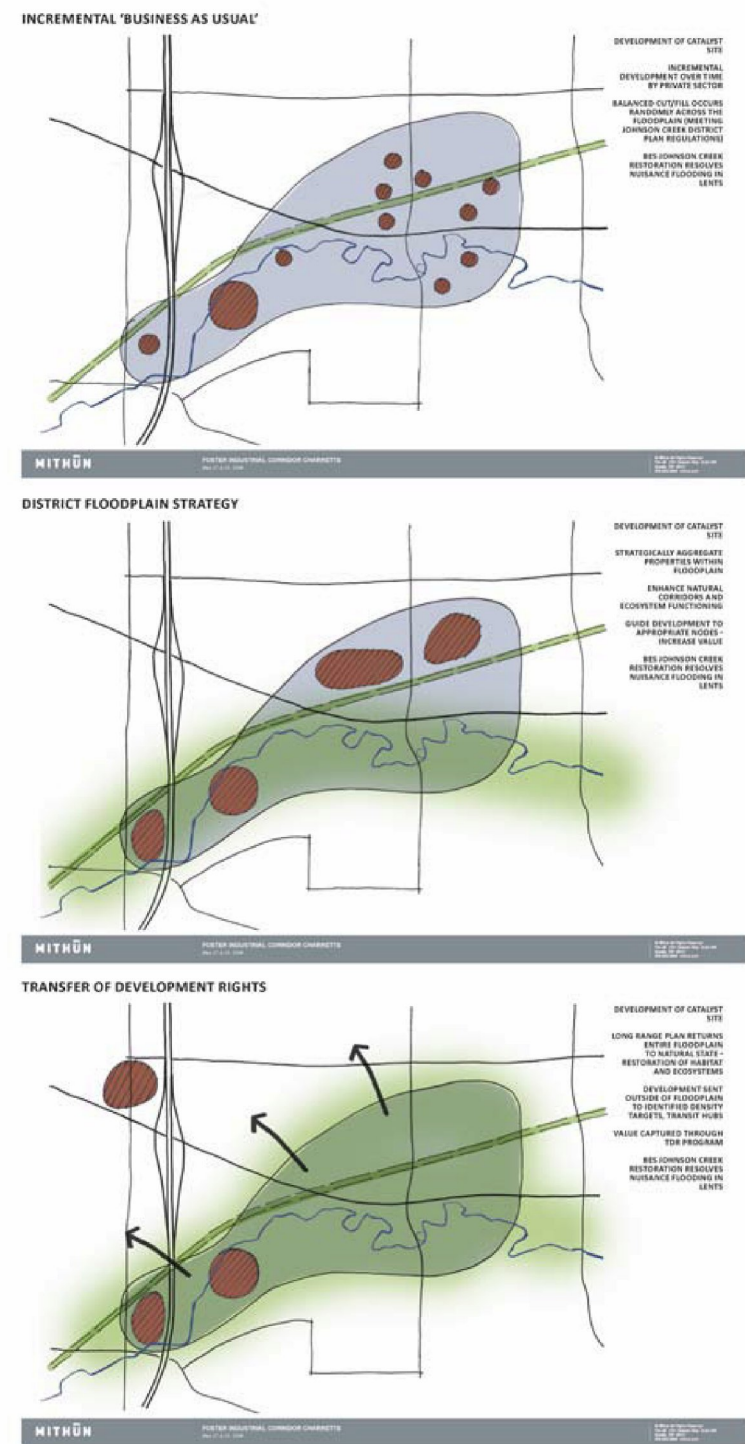


Ecological Services and Recreation

Theme ideas: Active and passive recreation centers, "green" industry jobs and training, employment clusters related to nearby natural and recreation areas



Floodplain Strategies



Floodplain Strategies

As a first step the technical team considered how development can work best with Johnson Creek and the surrounding floodplain while allowing continued productive use of the area. Various Floodplain and Land Use Strategies were explored in the charrette. These alternatives explored how balanced cut-and-fill requirements affect development potential and, conceptually, how best to address the flooding and related impervious surface limitations of the area. The charrette team explored three basic conceptual approaches to this issue, as illustrated in the diagrams. While further analysis is required to determine feasibility, the charrette team's preferred approach to this issue is to consider cut-and-fill and flooding issues at a district level rather than on a site-by-site basis.

Targeted Green Jobs Opportunities

Emerging initiatives to establish "green collar job" programs have identified 22 sectors that are expected to have significant new opportunities, offer higher than median-wage compensation, and align with promoting business growth for companies that enhance urban environments. Most notable for the Foster Corridor are jobs in the energy and urban agriculture sectors. With regard to energy, priorities are energy-efficiency retrofits of existing buildings and clean, distributed energy production. For urban agriculture, opportunities exist for food production, but a greater degree of value-added activities could be found with processing, preparation, and direct marketing.

Sustainable Development Practices • Response to Climate Change

Expanded development in the Foster Corridor presents challenges to the existing ecosystem, but it also presents an opportunity to become a major resource for the community's response to climate change. Sustainable development of the corridor can create the neighborhood of the future – one that reduces energy consumption and enables generation of green, renewable energy. Investments in sustainable development reduce long-term dependency and create new business development and investment opportunities.

This study explored the level of effort needed to become a 'net zero' carbon emissions district, wherein the negative impacts of development and its uses are reduced and offset by positive contributions to the system. What follows is a summary of the potential for the area to be sustained with alternative energy sources, sequestering carbon dioxide

(the heat-trapping gas primarily responsible for global warming), and reuse of water. More detailed notes on the energy and water systems can be found in the Appendix.

Energy Generation. Distributed energy generation represents an opportunity for some local, clean energy production. Solar, small-scale biomass and waste heat transfer may provide the greatest opportunities for alternative energy development in the Foster Corridor. Other energy sources could be explored, but would be identified as appropriate with redevelopment activities.

Resource Management Association. Exploring the feasibility of creating a neighborhood-scale resource management association is warranted in order to provide a cost-effective and energy-efficient system. Such a district would be made up of all users within a particular area with the intent of developing alternative energy systems and transmitting within or exporting the energy captured. District energy evaluation would consider highly efficient, clean energy sources to users at or below current energy prices.

Carbon Sequestration. The study also considered opportunities to mitigate the carbon footprint through carbon sequestration, by which plants take in carbon dioxide from the air, converting it to nutrients for the plant and discharging oxygen back into the air. Some efforts at technological carbon sequestration are in the research and development stages. The Foster Corridor provides significant opportunity areas for sequestration, such as the Interstate 205 right of way. Sequestration could also be achieved through landscaping and plantings in the natural areas and residential neighborhoods surrounding the Corridor.

Stormwater Management. Flooding, contamination, and high groundwater are concerns for the area. Strategies will need to reduce peak flow (especially) and total volume of stormwater runoff. Facilities that promote evapotranspiration and detention will be most effective - infiltration will be difficult due to abovementioned issues. Similar to the energy system potential, the most effective and efficient water recycling system would be district-based. Site-by-site storm and gray water management may not be the most efficient model. A resource management association could include water systems in addition to energy generation and distribution.