

# SULLIVAN'S GULCH NEIGHBORHOOD PLAN

Prepared By

SULLIVAN'S GULCH NEIGHBORHOOD ASSOCIATION  
(SGNA)

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## Forward

The history of the Sullivan's Gulch Neighborhood Action Plan (Plan) started with a Portland State University study in 1982 called *Sullivan's Gulch - Problems, Issues, and Strategies*. The study included a neighborhood perception survey, a land-use survey, and statistical analyses using Census and other data to formulate land use strategies.

In 1985 neighborhood residents, property owners, and businesses secured an Oregon Communities Foundation grant that produced the first Plan, which was adopted by the Sullivan's Gulch Neighborhood Association (SGNA) on June 28, 1986.

A planning collaboration between the SGNA and the Bureau of Planning in the fall of 1986 led to a refinement of the to ensure it complied with the City's Comprehensive Plan. On July 16, 1987, after Planning Commission review, the City Commission adopted the goal, policies and objectives in the Plan as part of the City's Comprehensive Land Use Plan.

(Insert image)

## SGNA – Neighborhood Plan

In early 2000, the SGNA Land Use and Transportation Committee (LUTC) chaired by Lynn Coward reviewed the 1987 plan. They found emerging trends and issues that altered the focus of the Plan. These included the displacement of residents and businesses caused by rising land costs, an increase in homeless persons, and a 25% increase in traffic in the Broadway/Weidler corridor. The Plan was modified to include:

- An urban design vision for the NE Weidler corridor from NE 16<sup>th</sup> Avenue to NE 24<sup>th</sup> Avenue predicated on decoupling Broadway and Weidler, along with proposed changes in zoning;
- A call for strengthening NE Broadway as a “Main Street” business district, including steps to ensure that redevelopment of the Albina Fuel site did not undermine the Broadway business district;
- A call to reclaim public rights of way as a means for ‘greening’ the neighborhood, and reducing transient parking use especially west of NE 21<sup>st</sup> Avenue;
- A call to engage state, county, city, and non-profit organizations to address gentrification and displacement of the affordable housing, which makes SG a diverse community.

## SGNA – Neighborhood Plan

In 2016 SGNA initiated the current Plan update, which retains elements from previous plans while adding new initiatives that respond to emerging issues. An important addition is a plan framework focusing on social equity, climate action, and livability. This framework informs the other Plan chapters.

Each chapter includes a fact-based summary of current and forecast conditions followed by goals, actions, and performance measures. The planning horizon is 20 years, which matches the horizon in The Portland Plan.



The Sullivan's Gulch Neighborhood Action Plan seeks to advance the Portland Plan's vision for inner NE Portland. It is a plan for growth, but growth that is sensitive to our neighborhood's roots. The goal, policies and actions are those that will enhance livability in our corner of the city and showcase how an inner-city neighborhood can embrace change and thrive.

## 1. Neighborhood Identity

Sullivan’s Gulch has much to offer. Accessibility is one of our strengths. Our location is convenient to the Central City, to regional employment and shopping districts, and to major transportation facilities. The neighborhood’s character is diverse with buildings representative of architecture from the early 1900’s to the present. The neighborhood’s spirit and pride is exemplified by the active involvement of residents in civic matters.

Proximity, however, is not without challenges. The I-84 freeway and Union Pacific train traffic is noisy. Neighborhood streets carry “through traffic” from other city neighborhoods. Rising land values are making affordable housing more and more difficult to find. Our aging housing stock requires constant maintenance, which owners may defer if the stability of the neighborhood is in doubt. In particular there is pressure to replace single-family dwellings, many over 100 years old, with higher density housing.

### Geography

The neighborhood takes its name from the ravine on our southern border. Once home to salmon, ‘Hooverville’ shanties, and a golf course, the Gulch today is home to the Banfield Freeway the MAX light rail, and Union Pacific freight. The neighborhood has a solid residential core with a mix of housing types. There is very limited vacant land within the neighborhood but there may be development opportunities bordering the gulch for open space and commercial uses.

Insert map

### Gulch History

Reference web-site

### Demographics

- Population
- Employment

### Social Equity

SGN is a diverse neighborhood in terms of its housing stock but ethnically is predominantly white. Ethnic diversity has declined as the cost of housing has increased. Like most neighborhoods in the

## SGNA – Neighborhood Plan

city transportation is dominated by car use. There is a significant homeless population that needs housing and safe places to reside. The following steps are intended to improve social equity and diversity.

- Increase affordable housing choice.
- Increase affordable transportation options.

### **Climate Action**

Sullivan’s Gulch has the fortune to be located close to employment and services centers, which allow residents to substitute low impact bike, pedestrian, and transit trips for auto trips. The neighborhood is home to an aging housing stock. Improving the energy efficiency of buildings is encouraged. The neighborhood also has several locations that may be suitable for community solar investment. These include rooftop solar on large commercial buildings and the potential to promote neighborhood investment in more remote community solar projects. These exchanges will significantly reduce the neighborhood’s carbon footprint.

- Increase opportunities to reduce motor vehicle trips.
- Increase the energy efficiency of buildings.
- Invest in community solar.

### **Livability**

Sullivan’s Gulch is a delightful walkable neighborhood but needs safety improvements to enhance livability. There is a significant homeless population that needs housing. Many homeless individuals experience mental health, drug, and alcohol addition and frequent criminal justice system interactions. The neighborhood also is without a functioning local park. Open space is at a premium with virtually all land developed. Pedestrian scale lighting is missing in many areas.

- Invest in public/private lighting to enhance pedestrian safety.
- Invest in public open space and recreation resources.
- Invest in housing options and support programs that serve homeless persons.



## 2. Land Use/Urban Design

### Summary

The land use plan for Sullivan’s Gulch mirrors the City’s adopted plan designations and zoning for the neighborhood. There are several blocks in the west end, the Gulch, and on the north side of NE Weidler where the plan designation allows for a different zoning than currently is shown on the City zoning map. These properties are highlighted on the map on the next page.

There are three overarching land use/urban design issues, reviewed below, that the neighborhood confronts. Left unresolved, these issues threaten our ability to deliver affordable housing and sustain social justice/equity for residents, to reduce reliance on automobiles that underpins climate action goals, and to enhance livability by making more creative use of public spaces and possibly adding to public land.

### Urban Design Issues

#### Non-conforming Uses

East of NE 21<sup>st</sup> Avenue there are many multi-family properties that do not conform to the R-2.5 single-family zoning. These properties were developed prior to 1987 when the zoning allowed multi-family throughout the neighborhood. The neighborhood seeks to work with the City to find a solution to this non-conforming use problem so that these properties, which provide some of the neighborhood’s most affordable housing, do not fall into disrepair.

#### Safe, Affordable, and Convenient Alternatives to Driving

Sullivan’s Gulch is well served by commercial retail and employment centers. The Lloyd District to the south is a regional retail service district. NE Broadway serves as a ‘Main Street’ retail service and entertainment district. East of NE 28<sup>th</sup> Avenue is mixed-use neighborhood shopping district that includes two full-service grocery stores, a variety department store, and retail services. The

## SGNA – Neighborhood Plan

neighborhood's proximity to these three service districts makes Sullivan's Gulch one of the most walkable in the City. Most trips in the neighborhood can be made without driving. Steps need to be taken, however, to ensure easy access to these centers for residents that do not want to drive. Lighting needs to be improved so that residents feel safe walking to destinations after dark. Many sidewalks are more than a century old and are in need of repair. Incentives could be put in place to make using transit, car share, car rental, bike share, and delivery services more convenient than driving.

### Design Compatibility

Sullivan's Gulch is not an auto-centric place. The neighborhood was platted before there were cars. Carriage rings are still visible on most curbs in the neighborhood. The street infrastructure was designed with walking in mind. The neighborhood seeks to work with the City to develop design guidelines for new development to incentivize infill and redevelopment that is in character with our roots. The concern is less with adhering to earlier architectural styles and more toward design that emphasizes building with an orientation to the pedestrian. New buildings should mirror the height and setback of adjacent structures. The use of porches, stoops, and balconies is encouraged. External walls should support roof elements to make redevelopment of structures easier.

### Goals/Actions:

1. Develop a legal framework for owners of non-conforming land uses in the R-2.5 zone to remain or be compensated for a loss in density when these properties redevelop.
  - Seek City participation to form a work group that engages property owners and housing development interests to find a solution to the myriad non-conforming uses east of NE 21<sup>st</sup> Avenue. Analyze the feasibility of density transfers within the neighborhood to minimize loss of housing opportunities.
2. Invest in alternative modal infrastructure and services so that Sullivan's Gulch may become a Portland neighborhood with very low automobile ownership.
  - Form a work group to investigate incentives for transit, bike share, car share, taxi, and other alternative transportation service options.
3. Develop direct safe access to neighborhood services destinations for non-auto users.

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- Work with the Bureau of Transportation to implement City policies and invest in pedestrian safety enhancements with an emphasis on routes to neighborhood service districts. Priorities are listed in the Plan’s Transportation chapter.
  - Work with the Bureau of Transportation to establish financing options for addressing sidewalk safety and pedestrian lighting needs.
4. Develop voluntary design guidelines for new development in order to encourage design that supports and strengthens pedestrian-scale infill and redevelopment.
- Form a work group within the SGNA-LUTC to investigate design guidelines for use by the LUTC when reviewing development applications and by development interests in designing projects.

### Performance Measures:

- A. Reduce non-conforming uses east of NE 21<sup>st</sup> Avenue by 50% through a combination of regulatory amendments and redevelopment incentives.
- B. ...

## 3. Transportation

### Transportation Issues

Sullivan's Gulch has a robust transportation network with easy access to major regional vehicular and transit facilities, including Interstate 84, the MAX light rail line, and several bust routes. A new north/south bus route is planned for that would travel along NE 24<sup>th</sup> Avenue and NE 21<sup>st</sup> Avenue. High frequency east/west bus service is available most of the day in the NE Broadway/Weidler corridor.

The neighborhood was platted at a time when there were no cars and has an excellent pedestrian framework. Block lengths on north/south streets are 200' apart. Block lengths on east/west streets vary from 400' apart from NE 17<sup>th</sup> to NE 24<sup>th</sup> Avenue, 200' apart from NE 24<sup>th</sup> to NE 28<sup>th</sup> Avenue, and a mix of standard and very long super-blocks east of NE 28<sup>th</sup> Avenue.

The neighborhood is easy to bicycle within. The terrain is relatively flat. There are major designated bike routes that pass through the neighborhood, including "*The 20's*" north/south greenway and east/west bike routes on NE Multnomah Street and in the Broadway/Weidler Couplet. A major new off-street bike trail is planned in Sullivan's Gulch through the neighborhood. There are linkages to bike river crossings and downtown on the Broadway and Steel bridges.

The neighborhood is not without its transportation challenges, however. Foremost is transportation safety. Analysis by the City as part of the Vision Zero initiative revealed that the NE Broadway corridor has the #1 crash rate for bikes, the #5 crash rate for pedestrians, and the #14 crash rate for automobiles city-wide. It is considered a priority corridor for safety improvements to reduce the occurrence of injury accidents not only in the Broadway-Weidler corridor but throughout the neighborhood.

The automobile has become neighborhood's primary mode of transportation. If Portland is to realize its goals to combat climate change then all neighborhoods, and especially those close in to the neighborhood with urban design advantages, need to find ways to incentivize the use of alternative modes. People should not feel it necessary to encase themselves in 3000 pounds of steel to travel a few blocks or miles. The following discussion reviews the system issues related to these framework objectives.

## Transportation Issues

### *Broadway/Weidler Corridor*

NE Broadway Boulevard is the neighborhood's 'Main Street' and provides excellent local shops, restaurants, and service businesses. Getting to and across Broadway, however, is challenging. NE Weidler Street is very busy two-lane one way street. It only has signalized crossings at two intersections: NE 15<sup>th</sup> Avenue and NE 21<sup>st</sup> Avenue. The Portland TSP and the 1994 Broadway-Weidler Corridor Plan call for signals at NE 19<sup>th</sup> and NE 22<sup>nd</sup> but these have not been installed.

The spacing between the blocks in the Weidler Corridor is 400' from NE 17<sup>th</sup> Avenue to NE 24<sup>th</sup> Avenue. There are bus stops at NE 19<sup>th</sup>, NE 22<sup>nd</sup> and NE 24<sup>th</sup> but none of these intersections has a cross walk / on-demand rapid flashing beacon to secure safe crossing. The Portland Pedestrian Plan calls for crosswalks at bus stops and spaced no less than every \_\_\_ feet in major corridors, like NE Weidler. The lack of safe pedestrian crossings in the corridor make walking to destinations on Broadway uncomfortable for residents and especially so for the elderly and for children and students.

Speed is a concern on NE Weidler. Pedestrians crossing NE 24<sup>th</sup> at Weidler, where there is no cross walk, and even at the signalized crosswalk at NE 24<sup>th</sup> and Broadway, find crossing difficult because of the speed of approaching traffic in this area. Vehicle speeds on NE Broadway accelerate west of NE 24<sup>th</sup> Avenue where the cross section goes from two to three lanes and where there is not another signal until NE 21<sup>st</sup>. The signal timing seems to favor vehicle acceleration through this four-block stretch.

The 400' block spacing in the stretch of Broadway between NE 15<sup>th</sup> Avenue NE 24<sup>th</sup> Avenue pose pedestrian safety problems as on Weidler. There are bus stops at NE 24<sup>th</sup>, NE 21<sup>st</sup>, and NE 16<sup>th</sup> but no crosswalks. To meet pedestrian crossing standards, traffic signals or controlled crosswalks are needed at NE 17<sup>th</sup>, 19<sup>th</sup>, and 22<sup>nd</sup> Avenues.

Bike/ped crossing safety is better across NE Broadway east of NE 24<sup>th</sup> Avenue. There are controlled crossing points at NE 26<sup>th</sup>, 28<sup>th</sup>, 30<sup>th</sup>, 32<sup>nd</sup>, and 33<sup>rd</sup>. For bike traffic headed east/west along the corridor, however, the entire stretch of NE Broadway through the neighborhood is considered unsafe. East of NE 24<sup>th</sup> Avenue, there is not enough pavement for vehicle lanes, bike lanes, and on-street parking. Even if parking were removed the current traffic volumes would result in

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conflicts between bikes and turning vehicles and make the environment as dangerous for cycling east of 24<sup>th</sup> Avenue as it is in the couplet to the west.

### *Safe Pedestrian Routes*

The neighborhood's other primary east/west pedestrian routes after Broadway and Weidler are NE Clackamas and Multnomah Streets. Multnomah east of NE 21<sup>st</sup> Avenue is a designated bike route that connects to a bike/ped crossing of NE 28<sup>th</sup> Avenue at Wasco Street. There are signalized crossings on Multnomah at NE 16<sup>th</sup>, 21<sup>st</sup>, and 28<sup>th</sup> Avenues.

NE Clackamas Street is the neighborhood's middle east/west pedestrian route. It lies two blocks in each direction from NE Weidler and Multnomah. Clackamas Street links two major pedestrian destinations: the Fred Myer/New Seasons shopping district and the Lloyd District. Pedestrians headed westbound on Clackamas toward Lloyd Center have a crosswalk at NE 16<sup>th</sup> Avenue. The crosswalk is slightly offset from Clackamas. Safety would be enhanced if there was a path extended at the Clackamas Street terminus to the crosswalk and if rapid flashing beacons were installed here. Way finding also would help.

A crossing improvement is planned at NE Clackamas and NE 21<sup>st</sup> Avenue near the bus stops. A rapid flashing beacon and crosswalk would enhance safety at this location.

Pedestrians headed east on Clackamas to Fred Meyer confront a series of crossing challenges at NE 28<sup>th</sup> Avenue. There is a crosswalk at 28<sup>th</sup> and Wasco, which connects to pedestrian walkway. This route works well for cyclists but Wasco is not the neighborhood's central spine. Clackamas Street, which is the neighborhood's east/west spine, extends ½ block east of 28<sup>th</sup> Avenue and connects to a pedestrian walkway through the shopping center parking lot, but there is no crosswalk on NE 28<sup>th</sup> here. There is an improved walkway more or less aligned with NE Halsey Street, but there is not a crossing on 28<sup>th</sup> at this location. There is a crosswalk at NE 28<sup>th</sup> and Weidler, which leads diagonally through the green space that occupies the area between the store parking lot and 28<sup>th</sup> Avenue. But this crossing is out of direction for most neighborhood residents.

Neighborhood pedestrians face two other challenges: aging uneven walking surfaces and very dark conditions after sunset. Most sidewalks

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in the neighborhood are approaching 100-years old. Settling has caused cracking and seasonal ponding in some blocks. The neighborhood's mature landscaping and street trees contribute to sidewalk buckling and vegetation encroachment. In addition sidewalks on some blocks are narrow, especially along block faces that parallel alleyways.

Pedestrian-scale lighting is problematic on most neighborhood blocks. New intersection LED lighting is less dispersed than older lights and the tree canopy impedes street lighting much beyond the immediate location. Private lighting on porches and landscaping improves sidewalk lighting in places but is inconsistent. As a consequence pedestrian lighting is better in winter months when the tree canopy is bare but residents are less inclined to walk in winter. Pedestrian scale lighting is needed to improve safety and reduce car trips.

Portland has embraced safe routes to schools. There are no public or private primary schools in SGN. Public high schools and middle schools are accessible on foot but would be enhanced with the pedestrian safety improvements outlined above.

### *Safe Bike Routes*

The biggest concern for neighborhood cyclists is the dangerous conditions in the Broadway/Weidler Corridor. It is not the only problem area. NE 21<sup>st</sup> Avenue is not wide enough for vehicle travel lanes, bike lanes and parking but NE 21<sup>st</sup> is an important cycling link to the Tillamook Greenway in Irvington and the Ankeny Greenway in Kerns. The bike couplet over I-84 across the NE 21<sup>st</sup> Street bridge attracts riders to NE 21<sup>st</sup> Avenue. Riding on streets that parallel NE 21<sup>st</sup> is not attractive for cyclists because it requires out of direction travel and stop and go riding through the residential street grid.

A solution would be to remove parking on NE 21<sup>st</sup> through this stretch and put in bike lanes. It may be possible to have bikes occupy a couplet on one side of NE 21<sup>st</sup> and retain parking on the other side of the street. The current situation, however, is not safe and needs to be remedied.

Another problem is routing east/west bike traffic through the neighborhood. The present configuration on Broadway/Weidler is not safe. Halsey Street offers potential. This route is constrained by the narrow easement through the 'super block' at NE 15<sup>th</sup> Avenue, which was created when the Lloyd Center was developed. West of this pinch point, however, Halsey extends through to the west end of the Lloyd

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District and easily would connect to the future Clackamas I-5 over crossing. East of NE 15<sup>th</sup> Avenue Halsey extends to the 20's Greenway at NE 26<sup>th</sup> Avenue, and to NE 33<sup>rd</sup> Avenue via NE Weidler Street through Grant Park Village.

Other east/west bike routing options may be feasible if Broadway-Weidler is decoupled. The use of cycle tracks on one or both streets, use of bus/cycle lanes, and parallel bike greenways are options that should be considered. These routes are not intended to substitute for the Sullivan's Gulch Trail, which will be a regional bike/ped facility running parallel to I-84. An east/west bike route is needed to serve local bike traffic through Lloyd, Sullivan's Gulch, and south Grant Park.

Our north/south bike route is the 20's Greenway that extends south through the neighborhood via NE 26<sup>th</sup> Street to Wasco and then to NE 28<sup>th</sup> Avenue where it proceeds south across the I-84 28<sup>th</sup> Street Bridge into Kerns. This route seems to be working well with the addition of the 'Hawk Signal' at NE 26<sup>th</sup> and NE Broadway.

### *Driving Alternatives*

SGNA seeks to incentivize substitution of auto trips with bike, walking, and transit trips. There are times, however, when car use is a necessity. To further incent car-free living in the neighborhood and avoid impulse car use, the following strategies are recommended.

- Adopt design guidelines that include accommodation for car share/taxi loading areas serving higher density developments.
- Work with the city to incentivize location of rental car outlets in the neighborhood or within easy biking/transit distance.
- Work with TriMet to develop a transit pass program for residents of the neighborhood and to improve weather protection at neighborhood bus stops.
- Work with the City to improve car-share and taxi service response times in the neighborhood.

### *Parking*

City policy favoring affordable housing allows construction of high-density residential developments with limited or no parking. This is likely to impact the supply-demand relationship unless more residents



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choose not to own cars. There also is a significant on parking supply caused by construction workers and daily commuters who park in the neighborhood while at work. Strategies to address the growing parking imbalance primarily rely on finding ways to reduce the need to own and use cars within the neighborhood.

The other strategy is to enact one or more parking districts in the neighborhood to preserve supply for resident use. Target areas include the west end between NE 16<sup>th</sup> and 21<sup>st</sup> Avenues, the east end on both sides of NE Broadway between NE 28<sup>th</sup> and 33<sup>rd</sup> Avenues, and in the Broadway-Weidler corridor itself.

### 1. Goals

#### a. Actions

### 2. Performance Measures

## Housing

In 1987 the neighborhood worked to sustain the mix of residential development and to preserve remaining single-family homes. The area east of NE 21<sup>st</sup> Avenue was rezoned to R-2.5, which is the City's highest density single-family zone. Initially this stabilized home ownership contributed to a significant number of upgrades to houses and apartments, but home ownership has continued to decline on a percentage basis. This is largely because of an influx of new rental apartments. The following table demonstrates this ongoing trend.

3. Housing Inventory
4. Structural Conditions
5. Gentrification/Displacement
6. Existing Conditions
7. Consistency with City Policies
8. SWOT Analysis
  
9. Goals
10. Actions
11. Performance Measures

## Economy

Text discussion

- Goals
- Actions
- Performance Measures

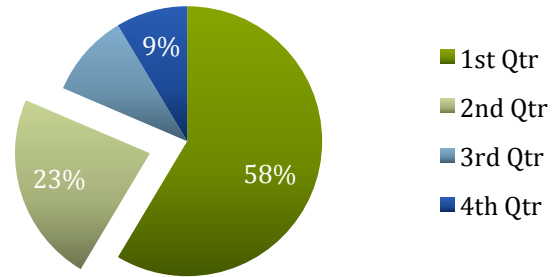
## Recreation/Open Space

- Amenities
- Opportunities
- Needs
  
- Goals
- Actions
- Performance Measures

## Climate Action

- Energy and Carbon Profile
- Opportunities
  - Energy Efficiency Upgrades
  - Solar
  - Heating District
  - Other
- Goals
- Actions
- Performance Measures

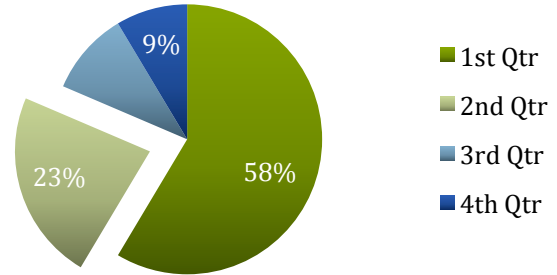
Sed eleifend interdum pede. Mauris tincidunt, augue in egestas rutrum, arcu quam vestibulum diam, a condimentum magna pede mollis neque. Ut dictum leo eu purus. Quisque ante magna, volutpat non, tincidunt ac, gravida nec, pede.



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## Community Engagement

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Quisque dolor nulla, faucibus ac	00.00	000.00	00.00
Vivamus hendrerit pharetra turpis	00.00	00.00	000.00
Vestibulum vestibulum	000.00	000.00	000.00
Aenean porta, quam et sollicitudin	00.00	00.00	00.00
Pellentesque sollicitudin aliquet	00.00	000.00	000.00
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The plan’s development involved neighborhood residents and property owners. (expand)