

# DOWNTOWN WATERFRONT URBAN RENEWAL PLAN



CITY OF PORTLAND DEVELOPMENT COMMISSION  
1120 S.W. FIFTH AVENUE  
PORTLAND, OREGON 97204-1968

SEVENTH AMENDMENT  
 ADOPTED SEPTEMBER 2, 1981  
 (LAND USE, ACQUISITION, REVISIONS TO  
 TEXT AND TO EXHIBITS ONE, FOUR AND FIVE,  
 MORRISON STREET PROJECT REDEVELOPMENT ACTIVITIES)  
 BY CITY COUNCIL ORDINANCE 152218

EIGHTH AMENDMENT  
 ADOPTED APRIL 21, 1983  
 (ACQUISITION, REVISIONS TO TEXT AND  
 EXHIBIT 5 FOR INTER-CITY BUS TERMINAL TO  
 ACHIEVE TRANSPORTATION CENTER)  
 BY CITY COUNCIL ORDINANCE 154458

NINTH AMENDMENT  
ADOPTED  
(ACQUISITION, REVISIONS TO TEXT AND  
EXHIBIT 5 FOR LOW INCOME  
HOTEL AND SOCIAL SERVICE CENTER)  
BY CITY COUNCIL ORDINANCE

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URBAN RENEWAL PLAN  
FOR THE  
DOWNTOWN WATERFRONT URBAN RENEWAL PROJECT

ADOPTED APRIL 25, 1974  
BY CITY COUNCIL RESOLUTION 31395

PART ONE-TEXT  
PART TWO-EXHIBITS

FIRST AMENDMENT  
ADOPTED JUNE 11, 1975  
(LAND USE, BOUNDARY, ACQUISITION)  
BY CITY COUNCIL RESOLUTION 31580

SECOND AMENDMENT  
ADOPTED MAY 27, 1976  
(OBJECTIVES, LAND USE, LAND USE CONTROLS,  
ACQUISITION, PUBLIC IMPROVEMENTS, TEXT REVISIONS)  
BY CITY COUNCIL RESOLUTION 31694

THIRD AMENDMENT  
ADOPTED SEPTEMBER 21, 1977  
(LAND USE, ESTABLISHES TRANSPORTATION CENTER,  
ACQUISITION, TEXT REVISIONS)  
BY CITY COUNCIL RESOLUTION 31950

FOURTH AMENDMENT  
ADOPTED MARCH 22, 1978  
(LAND USE, BOUNDARY, TEXT REVISIONS)  
BY CITY COUNCIL RESOLUTION 32063

FIFTH AMENDMENT  
ADOPTED MAY 3, 1978  
(LAND USE, ACQUISITION, TEXT REVISIONS)  
BY CITY COUNCIL RESOLUTION 32097

SIXTH AMENDMENT  
ADOPTED SEPTEMBER 13, 1979  
(BOUNDARY, LAND USE, ACQUISITION, OWNER-PARTICIPATION,  
GOALS AND OBJECTIVES, SOUTH WATERFRONT AND  
PIONEER SQUARE REDEVELOPMENT ACTIVITIES)  
BY CITY COUNCIL RESOLUTION 32504

## INTRODUCTION

The Downtown Waterfront Urban Renewal Plan consists of Part One - Text and Part Two - Exhibits. This Urban Renewal Plan, as amended, has been prepared by the Urban Renewal Agency of the City of Portland, Oregon pursuant to Oregon Revised Statute (ORS) Chapter 457, the Oregon Constitution, and all applicable laws and ordinances. All such applicable laws are made a part of this Plan, whether expressly referred to in the text or not.

The Urban Renewal Plan for the Downtown Waterfront Urban Renewal Project was originally approved by the City Council of the City of Portland on April 25, 1974 by Resolution No. 31395. Subsequent to such original adoption, the Urban Renewal Plan has been amended as follows:

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ADOPTED JUNE 11, 1975  
(LAND USE, BOUNDARY, ACQUISITION)  
BY CITY COUNCIL RESOLUTION 31580

SECOND AMENDMENT  
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Exhibit Two	PROJECT BOUNDARY DESCRIPTION, AS AMENDED
Exhibit Three	LAND USE AND TRANSPORTATION CONCEPT MAPS
Exhibit Four	DISTRICTS MAP
Exhibit Five	PROPERTY ACQUISITION MAP
Exhibit Six	POLICIES AND PROCEDURES FOR THE DOWNTOWN WATERFRONT PARK
Exhibit Seven	GOALS AND GUIDELINES/PORTLAND DOWNTOWN PLAN, AS UPDATED OCTOBER 1, 1980
Exhibit Eight	CITY COUNCIL POLICIES AND PROCEDURES/ SOUTH WATERFRONT ACTIVITY AREA
Exhibit Nine	CITY COUNCIL POLICIES AND PROCEDURES/ MORRISON STREET PROJECT ACTIVITY AREA

## DEFINITIONS

The following definitions will govern the construction of this Plan unless the context otherwise requires:

"Plan" means the Urban Renewal Plan for the Downtown Waterfront Urban Renewal Area, Parts One and Two.

"Text" means the Urban Renewal Plan for the Downtown Waterfront Urban Renewal Area, Part One - Text.

"Exhibit" means an attachment, either narrative or map, to the Urban Renewal Plan for the Downtown Waterfront Urban Renewal Area, Part Two - Exhibits.

"Project" means Downtown Waterfront Urban Renewal Project.

"Project Area" means the area included within the boundaries of the Downtown Waterfront Urban Renewal Area, as amended.

"Agency" means the Portland Development Commission which is the Urban Renewal Agency of the City of Portland, Oregon.

"Planning Commission" means the Planning Commission of the City of Portland, Oregon.

"Landmarks Commission" means the Historical Landmarks Commission of the City of Portland, Oregon.

"City" means the City of Portland, Oregon.

"County" means the County of Multnomah, State of Oregon.

"State" means the State of Oregon.

"ORS" means Oregon Revised Statute (State Law) and specifically Chapter 457 thereof.

"Waterfront Park" means that area within the boundaries of the Project Area east of Front Avenue from Hawthorne Bridge to the Steel Bridge.

# DEFINITIONS (cont'd.)

"Redeveloper" means any individual or group acquiring property from the Agency or receiving financial assistance for the physical improvement of privately or publicly held structures and land.

"South Waterfront" or "South Downtown Waterfront" means that area within the boundaries of the Project Area lying east of Front Avenue from the Hawthorne Bridge to the Marquam Bridge. See District 4 delineated on attached Exhibit Four - Part Two.

"Activity Area" means any designated portion of the Project Area in which authorized urban renewal actions are being undertaken by the Agency.

"Morrison Street Project" means that area within the boundaries of the Project Area more particularly described as Blocks 50, 60 and 61, City of Portland. See District 5 delineated on attached Exhibit Four - Part Two.

"General Plan" means the City's Comprehensive Plan.

"Downtown Plan" means the Goals and Guidelines/Portland Downtown Plan, adopted by the Portland City Council in October, 1980, and all related and subsequent plans, policies, regulations and guidelines which, in total, makeup the City of Portland's plan for the downtown.

## PART ONE - TEXT

**SECTION A - BOUNDARY OF URBAN RENEWAL AREA:**

The amended boundary of the Downtown Waterfront Urban Renewal Area is shown on the Project Boundary and Land Use Plan Map (Exhibit One - Part Two of this Plan). The legal boundary description, as amended, is attached as Exhibit Two - Part Two of this Plan.

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SECTION B - GOALS AND OBJECTIVES OF THE URBAN RENEWAL PLAN:

Goals and Guidelines/Portland Downtown Plan, attached as Exhibit Seven - Part Two of this Plan, originally adopted by the Portland City Council in December 1972, and updated in October, 1980, is the official statement of goals for the area and forms the basis for this Urban Renewal Plan.

Emphasis shall be on conservation and rehabilitation of existing structures and on the provision of public improvements and assistance which will stimulate investment by the private sector. The Land Use and Transportation Concept Maps, attached as Exhibit Three - Part Two of this Plan, illustrate the intent of the objectives stated below.

The primary objectives of the Plan are to improve the function of the objectives stated below.

The primary objectives of the Plan are to improve the function, conditions and appearance of the area adjacent to the Willamette River and to eliminate blighting influences in order to strengthen the downtown and reestablish its relationship to the river. More specifically stated, the public objectives of this Plan are:

1. To develop the Waterfront Park between the Marquam and Steel bridges as a major public open space and environmentally enhanced approach to the City and to provide pedestrianway connections to downtown.
2. To support the retail core including the provision of pedestrian facilities and convenient short-term parking, the development of open space including a public square and reduction of traffic congestion.
3. To maintain existing low-income housing and promote additional new housing serving mixed income groups.
4. To support and promote the preservation and enhancement of historic buildings and districts.
5. To assist in the provision of transportation facilities necessary to insure a balanced transportation system.
6. To stimulate private conservation, rehabilitation and development both within and adjacent to the Project Area through public improvements in the Project Area.
7. To eliminate blighted and deteriorated structures which are not suitable for conservation or rehabilitation.
8. To establish a redevelopment program for the South Waterfront Activity Area.

## SECTION B - (cont'd.)

## SECTION C - LAND USE PLAN

9. To establish a redevelopment program for the Pioneer Square Activity Area.
10. To establish a redevelopment program for the Morrison Street Project Activity Area.

## I. Land Use Map and Regulations

The use and development of land in the Project Area shall be in accordance with regulations prescribed in the Downtown Plan, which regulations are in addition to any other regulations or restrictions contained in Title 23, Planning and Zoning Code of the City of Portland, Transportation Control Strategy, Air Quality Improvement Program, provisions of the Willamette River Waterway Program, or any other applicable local, state or federal laws regulating the use of property in the Project Area. The Project Area and Land Use Map (Exhibit One - Part Two) show the site and surrounding project area, project land uses and circulation elements located in the Project Area.

## II. Land Use Regulations

## (1) Public Open Space

(a) Waterfront Park, in accordance with various and procedures for the Waterfront Park, Resolution No. 31599, adopted by City Council on August 25, 1979, attached as Exhibit Six - Part Two, and Title 23, Planning and Zoning Code of the City of Portland.

(b) Public Open Space and Parks comply with Title 23, Planning and Zoning Code of the City of Portland.

(c) Pioneer Square complying with the guidelines of the Downtown Plan.

(d) Mixed Use complying with Title 23, Planning and Zoning Code of the City of Portland and complying with Downtown Portland Parking and Circulation Policy.

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SECTION C - LAND USE PLAN:

The Land Use Plan consists of the Project Boundary and Land Use Plan Map (Exhibit One - Part Two), the Land Use and Transportation Concept Maps (Exhibit Three - Part Two), and the descriptive material and regulatory provisions contained in this Section (both those directly stated and those herein included by reference).

This Plan shall be, in accordance with the Goals and Guidelines/Portland Downtown Plan, originally adopted by City Council, December 28, 1972, and updated in October, 1980, or as hereafter modified and amended.

1. Land Use Map and Regulations

The use and development of land in the Project Area shall be, in accordance with regulations prescribed in this Subsection C.1, which regulations are in addition to any conditions, limitations or restrictions contained in Title 33, Planning and Zoning Code of the City of Portland, Transportation Control Strategy, Air Quality Improvement Program, provisions of the Willamette River Greenway Program, or any other applicable Local, State or Federal laws regulating the use of property in the Project Area. The Project Boundary and Land Use Plan Map (Exhibit One - Part Two) shows the type and approximate location of principal land uses and circulation elements intended in the Project Area.

a. Land Uses Permitted

(1) Public Open Space

- (a) Waterfront Park, in accordance with Policies and Procedures for the Waterfront Park (Resolution No. 31595, adopted by City Council on August 28, 1975), attached as Exhibit Six - Part Two, and Title 33, Planning and Zoning Code of the City of Portland.
- (b) Other Public Open Space and Parks complying with Title 33, Planning and Zoning Code of the City of Portland.
- (c) Pioneer Square complying with the guidelines of the Downtown Plan.

- (2) Mixed Use complying with Title 33, Planning and Zoning Code of the City of Portland and complying with Downtown Portland Parking and Circulation Policy.

## SECTION C - (cont'd.)

- (3) Mixed Uses South Waterfront Activity Area shall comply with Title 33, Planning and Zoning Code of the City of Portland; with the Downtown Portland Parking and Circulation Policy, and in addition thereto, shall comply with the Policies and Procedures set forth in City Council Resolution No. 32406, attached herewith as Exhibit Eight - Part Two.
- (4) Mixed Uses in Morrison Street Project Activity Area shall comply with Title 33, Planning and Zoning Code of the City of Portland and other applicable downtown plans, policies and guidelines, and in addition thereto, shall comply with the policies set forth in City Council Resolution No. 32958, attached herewith as Exhibit Nine - Part Two.

b. Circulation Element

The Circulation Element shown on the Project Boundary and Land Use Plan Map (Exhibit One - Part Two) illustrates the Downtown Portland Parking and Circulation Policy adopted by City Council on February 27, 1974, and updated in October, 1980, which Policy is a part of this Plan. Any improvements or major modifications of streets within existing rights-of-way shall be, in accordance with those designations established in the Downtown Portland Parking and Circulation Policy. Existing street rights-of-way within which improvements or modifications may be made are listed in Subsection D.3.b.

Street alignment and circulation within the South Waterfront Activity Area, shall, in addition to the above, conform with the Policies and Procedures set forth in City Council Resolution No. 32406, attached herewith as Exhibit Eight of Part Two and with the general concepts delineated on Exhibit One of Part Two of this Plan.

2. Additional Land Use Provisions

The following provisions are in addition to conditions, limitations or restrictions previously identified in this Section C.

a. Historic Districts

Special consideration shall be given to the Historic Districts identified on the Districts Map (Exhibit Four - Part Two). Development within the Historic Districts shall comply with Title 33, Planning and Zoning Code of the City of Portland, all guidelines established for the Historic District and shall be supportive of objectives of this Plan.

## SECTION C - (cont'd.)

b. Transportation Center

The Transportation Center, as identified on the Districts Map, (Exhibit Four - Part Two), shall be developed to provide for efficient concentration of the interstate bus companies and related uses in proximity of other transportation facilities.

Development of the Transportation Center shall comply with Title 33, Planning and Zoning Code of the City of Portland, and shall be supportive of the objectives of this Plan.

c. Plan and Design Review

The Agency shall insure coordination of review of all private and public development activities.

The Agency shall be notified of building and demolition permits requested in the Project Area.

Plan and Design Review of private and public development shall be as follows:

- (1) Within the Historic Districts identified on the Districts Map (Exhibit Four - Part Two) Plan and Design Review shall be performed by the Landmarks Commission based on recommendations of the designated Historic District Advisory Council and on guidelines established by the Landmarks Commission, all as required under Title 33, Planning and Zoning Code of the City of Portland.
- (2) Within the remainder of the Project Area, excluding the Historic Districts identified in Subsection C.2.a.(1) above, Plan and Design Review shall follow procedures established in Title 33, Planning and Zoning Code of the City of Portland.
- (3) Redevelopers, as defined in this Plan, shall comply with the Redevelopers Obligations, Section E, Part One - Text of this Plan.
- (4) The Agency shall provide for the Design Review of public improvements which it undertakes in the Project Area.

- d. Development within the South Waterfront Activity Area shall comply with the concepts set forth in City Council Resolution No. 32406, which is attached herewith as Exhibit Eight - Part Two.

SECTION C - (cont'd.)

- e. Development within the Morrison Street Project Activity Area shall comply with the policies set forth in the City Council Resolution No. 32958, attached herewith as Exhibit Nine - Part Two.

It is the intent of the Plan to encourage conservation and reuse of existing buildings. All buildings not otherwise designated in this Plan or its amendments are subject to the requirements of City codes and ordinances governing the use and maintenance of buildings, as well as any additional provisions which may be established by amendment to this Plan. The City codes and ordinances which constitute, in part, the minimum standards for building conditions are listed below.

Item	Portland City Code Chapter 30
Building Regulations	30.01
Plumbing Regulations	30.02
Electrical Regulations	30.03
Heating & Ventilating Regulations	30.04
Elevator Regulations	30.05
Housing Regulations	30.06
Fire Regulations	30.07
Sign Regulations	30.08
Planning & Zoning Regulations	30.09

- Method
- Rehabilitation and conservation may be achieved three ways:
    - By owner and/or tenant activity.
    - The enforcement of existing City codes and ordinances.
    - Acquisition by the Agency for rehabilitation or resale for rehabilitation and
    - In addition to the above, rehabilitation within the Morrison Street Project Activity Area shall comply with the provisions of City Council Resolution No. 32958, attached herewith as Exhibit Nine - Part Two.

SECTION D - PROJECT ACTIVITIES:

In order to achieve the goals and objectives of this Urban Renewal Plan the following activities will be undertaken in behalf of the City of Portland by the Agency, in accordance with applicable Federal, State and Local laws:

1. Rehabilitation and Conservationa. Intent

It is the intent of the Plan to encourage conservation and rehabilitation of existing buildings. All buildings not otherwise designated in this Plan or its amendments are subject to the requirements of City codes and ordinances governing the use and maintenance of buildings, as well as any additional provisions which may be established by amendment to this Plan. The City codes and ordinances which constitute, in part, the minimum standards for building conditions are listed below.

<u>Name</u>	<u>Portland City Code Chapter No.</u>
Building Regulations	24
Plumbing Regulations	25
Electrical Regulations	26
Heating & Ventilating Regulations	27
Elevator Regulations	28
Housing Regulations	29
Fire Regulations	31
Sign Regulations	32
Planning & Zoning Regulations	33

b. Method

Rehabilitation and conservation may be achieved three ways:

- (1) By owner and/or tenant activity;
- (2) The enforcement of existing City codes and ordinances;
- (3) Acquisition by the Agency for rehabilitation or resale for rehabilitation; and
- (4) In addition to the above, rehabilitation within the South Waterfront Activity Area shall comply with the provisions of City Council Resolution No. 32406, attached herewith as Exhibit Eight - Part Two.

## SECTION D - (cont'd.)

2. Acquisition and Redevelopmenta. Intent

Property acquisition is hereby made a part of this Urban Renewal Plan. Unless further property acquisition is identified by City Council amendment to this Plan, those properties which may be acquired shall be limited to those in Section D.2.c. below.

b. Method

Proposals for property acquisition, including limited interest acquisition, may be recommended for inclusion in this Plan to achieve objectives of the Plan based on one or more of the following criteria:

- (1) Where existing conditions do not permit practical or feasible rehabilitation of the structure and it is determined that acquisition of such properties and demolition of the improvements thereon are necessary to remove substandard conditions;
- (2) Where detrimental land uses or conditions such as incompatible uses, or adverse influences from noise, smoke or fumes exist, or where there exists overcrowding, excessive dwelling unit density, or conversions to incompatible types of uses, and it is determined that acquisition of such properties and demolition of the improvements necessary to remove blighting influences and to achieve the objectives of the Urban Renewal Plan;
- (3) Where it is determined that the property is needed to provide public improvements and facilities; or
- (4) Where the existing property owner is either unwilling or unable to achieve the objectives of the Urban Renewal Plan.

c. Land Acquisition

Real properties already acquired or which may be acquired by the Agency for clearance and redevelopment are shown on the Property Acquisition Map (Exhibit Five and Five-A - Part Two). Parcels shown on the Property Acquisition Map are for use as follows:

SECTION D - (cont'd.)

<u>Parcel</u>	<u>Intended Use</u>
Parcel 1 (acquired)	Waterfront Park-Public Open Space
Parcel 2 (acquired)	Parking Facility
Parcel 3 (acquired)	Transportation Center
Parcels 4,5,6,7,8, & 10	Mixed uses consistent with the policies and procedures set forth in City Council Resolution No. 32406, attached herewith as Exhibit Eight of Part Two and as delineated on Exhibit Five of Part Two of this Plan.
Parcel 9 (acquired)	Public Service Building or other use consistent with the objectives of the Urban Renewal Plan.
Parcel 11 (acquired)	Pioneer Square, a landscaped open space with related shelters, benches and other architectural features and uses which are appropriate to a downtown, urban square intended for maximum pedestrian use.
Parcels 12, 13 and 14	Retail/Commercial offices, off-street parking and loading, and possible hotel and residential uses consistent with the policies set forth in City Council Resolution No. 32958, attached herewith as Exhibit Nine of Part Two, and as delineated on Exhibits Four and Five of Part Two of this Plan.
Parcels 15 and 16	Inter-city bus terminal for passenger and package express service off-street parking for buses and automobiles covering two blocks including the intervening section of street.
<u>Parcels 17 and 18</u>	<p>1) <u>Block P Lots 2 &amp; 3 Couch's Addition (designated as the 17th property acquisition) housing, social service and commercial uses.</u></p> <p>2) <u>Block 18 Lot 2 &amp; 3. Couch's addition (designated as the 18th property acquisition) housing, social service and commercial uses.</u></p>

## SECTION D - (cont'd.)

3. Public Improvementsa. Intent

Public facilities and utilities may be improved or constructed within public rights-of-way, easements, or on public property. These may include storm and sanitary sewer improvements, street lighting installation, landscaping, street improvements, pedestrian malls, parking facilities, cultural and civic facilities, parks, open space development, and public restrooms. The private utilities concerned will make such modifications and adjustments as may be required of them by the City of Portland to adequately serve development and meet the objectives of this Plan. Public improvements which may be undertaken, under this Plan, are listed in Subsection D.3.b., below.

b. Anticipated Improvements

Public rights-of-way, easements and public property on which public improvements may occur under this Plan include, but are not limited to, the following:

## Public Property:

Waterfront Park

Parking Garage, Block 49, City of  
Portland

Public Service Building, Block 25,  
City of Portland

Pioneer Square, Block 179, City of  
Portland

South Waterfront Activity Area,  
delineated as District 4 on Exhibit  
Four of Part Two of this Plan

## Street rights-of-way:

Front Avenue from S.W. Jefferson  
to the Steel Bridge ramps as a  
boulevard

S.W. Main Street from Front Avenue  
to Fifth Avenue for improved  
pedestrian use

SECTION D - (cont'd.)

S.W. Morrison Street from Front Avenue to Fifth Avenue for improved pedestrian use

S.W. Ankeny Street from Front Avenue to Fifth Avenue for improved pedestrian use

S.W. Broadway, Fifth and Sixth Avenues and Morrison and Yamhill Streets in conjunction with the development of Pioneer Square

South Waterfront Activity Area, delineated as District 4 on Exhibit Four of Part Two of this Plan

Other streets in the Project Area may be improved to establish better pedestrian, transit and automobile usage, consistent with the Transportation and Land Use Concept Maps (Exhibit Three - Part Two)

4. Relocation

The Urban Renewal Agency will provide assistance to persons or businesses displaced in finding replacement facilities. All persons or businesses to be displaced will be contacted to determine such relocation needs. They will be provided information on available space and will be given assistance in moving. All relocation activities will be undertaken and payments made, in accordance with the requirements of ORS 281.045-281.105 and any other applicable laws or regulations. Relocation payments will be made as provided in ORS 281.060. Payments made to persons displaced from dwellings will assure that they will have available to them decent, safe and sanitary dwellings at costs or rents within their financial reach. Payment for moving expense will be made to businesses displaced. The Urban Renewal Agency will prepare and maintain information in its office relating to the relocation program and procedures, including eligibility for and amounts of relocation payments, services available and other relevant matters.

SECTION E - LAND DISPOSITION:1. Property Disposition

The Agency is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property which has been acquired, in accordance with the provisions of this Urban Renewal Plan.

All real property acquired by the Agency in the Project Area shall be disposed of for development for the uses permitted in the Plan at its fair re-use value for the specific uses to be permitted on the real property. Real property acquired by the Agency may be disposed of to any other public entity by the Agency, in accordance with the Plan. All persons and entities obtaining property from the Agency shall use the property for the purposes designated in this Plan, and shall commence and complete development of the property within a period of time which the Agency fixes as reasonable, and to comply with other conditions which the Agency deems necessary to carry out the purposes of this Plan.

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

2. Redeveloper's Obligations

Any Redeveloper, (see Definitions, page iii of this Plan) within the Project Area, in addition to the other controls and obligations stipulated and required of him by the provisions of this Urban Renewal Plan, shall also be obligated by the following requirements.

- a. The Redeveloper shall obtain necessary approvals of proposed developments from all Federal, State and/or Local agencies that may have jurisdiction on properties and facilities to be developed within the Project Area.
- b. The Redeveloper and his successors or assigns shall develop such property, in accordance with the land use provisions and building requirements specified in this Plan.

SECTION E - (cont'd.)

- c. The Redeveloper shall submit all plans and specifications for construction of improvements on the land to the Agency for review and distribution to appropriate reviewing bodies as stipulated in this Plan and existing City codes and ordinances. Such plans and specifications shall comply with this Plan and the requirements of existing City codes and ordinances.
- d. The Redeveloper shall commence and complete the development of such property for the uses provided in this Plan within a reasonable period of time as determined by the Agency.
- e. The Redeveloper shall not effect or execute any agreement, lease, conveyance, or other instrument whereby the real property or part thereof is restricted upon the basis of age, race, color, religion, sex, or national origin in the sale, lease or occupancy thereof.
- f. The Redeveloper shall maintain developed and/or undeveloped property under his ownership within the area in a clean, neat, and safe condition, in accordance with the approved plans for development.

3. Owner-Participation

Private property in the South Waterfront Activity Area, located east of Harbor Drive, which is not acquired by the Agency shall be subject to Redevelopers Obligations, as set forth above in Subsection 2 of this Section E. Agency approval shall be in the form of an agreement which sets forth terms and conditions for development or redevelopment.

SECTION F - METHODS FOR FINANCING THE PROJECT:1. General Description of the Proposed Financing Methods

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

The funds obtained by the Agency shall be used to pay or repay any costs, expenses, advancements and indebtedness incurred in planning or undertaking the Project or in otherwise exercising any of the powers granted by ORS Chapter 457 and Chapter XV of the Charter of the City of Portland in connection with carrying out the Project.

2. Self-Liquidation of Costs of Project

The Project may be financed, in whole or in part, by self-liquidation of the costs of the Project as provided in ORS 457.410 through ORS 457.450. The ad valorem taxes, if any, levied by a taxing body upon the taxable real and personal property situated in the Project Area, shall be divided as provided in ORS 457.440. That portion of the taxes representing the levy against the increase, if any, in true cash value of property located in the Project Area, or part thereof, over the true cash value specified in the certificate of amendment to the certificate filed under ORS 457.430, shall, after collection by the tax collector, be paid into a special fund of the Agency and shall be used to pay the principal and interest on any indebtedness incurred by the Agency to finance or refinance the Project.

3. Prior Indebtedness

Any indebtedness permitted by law and incurred by the Agency or the City in connection with preplanning for this Urban Renewal Plan as provided in City Council Resolution No. 31156 shall be repaid from tax increments from the Project Area when and if such funds are available.

SECTION G - OTHER PROVISIONS:

1. Citizen Participation

The activities and projects identified in this Plan, the development of subsequent plans and regulations, and the adoption of amendments to this Plan shall be undertaken with the participation of citizens, owners, and tenants as individuals and organizations with interests in the Project Area.

2. Conformance with City General Plan

This Urban Renewal Plan is in conformity with the General Plan of the City as a whole relative to the improvement of the riverfront and north of Burnside area in downtown Portland. The Urban Renewal Plan is based on the document Goals and Guidelines/Portland Downtown Plan, as updated October, 1980, which is the adopted Downtown Plan Goals and Guidelines regarding appropriate land use and improved traffic, public transportation, utilities, recreational and community facilities and other public improvements.

SECTION H - PROCEDURE FOR CHANGES IN THE APPROVED URBAN RENEWAL PLAN:

This Plan may be changed or modified only by formal written amendment duly approved and adopted by the City Council of the City of Portland.

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

Substantial changes shall be regarded as revisions in project boundaries, land uses, additional property acquisitions, the alignment and use of streets, the location and frequency of parks, and other elements which will change the basic planning principles of this Plan.

## PART TWO - EXHIBITS

EXHIBIT ONE - MAP  
PROJECT BOUNDARY AND LAND USE PLAN MAP

EXHIBIT TWO - NARRATIVE  
PROJECT BOUNDARY DESCRIPTION, AS AMENDED

EXHIBIT THREE - MAP  
LAND USE AND TRANSPORTATION CONCEPT MAPS

EXHIBIT FOUR - MAP  
DISTRICTS MAP

EXHIBIT FIVE - MAP  
PROPERTY ACQUISITION MAP

EXHIBIT SIX - NARRATIVE  
POLICIES AND PROCEDURES FOR THE DOWNTOWN WATERFRONT PARK

EXHIBIT SEVEN - NARRATIVE  
GOALS AND GUIDELINES/PORTLAND DOWNTOWN PLAN,  
AS UPDATED OCTOBER 1, 1980

EXHIBIT EIGHT - NARRATIVE & MAPS  
CITY COUNCIL POLICIES AND PROCEDURES/  
SOUTH WATERFRONT ACTIVITY AREA









EXHIBIT NINE - CITY COUNCIL POLICIES AND PROCEDURES/  
MURRISON STREET PROJECT ACTIVITY AREA

**EXHIBIT 1**

**DOWNTOWN  
WATERFRONT  
URBAN RENEWAL  
PLAN**

**PROJECT  
BOUNDARY &  
LAND USE  
PLAN**

**LEGEND**

PROJECT BOUNDARY		LAND USE	
	PROJECT BOUNDARY		LAND USE
	STREET AFTER 1967		LAND USE
	STREET BEFORE 1967		LAND USE
	STREET BEFORE 1967		LAND USE

## EXHIBIT TWO

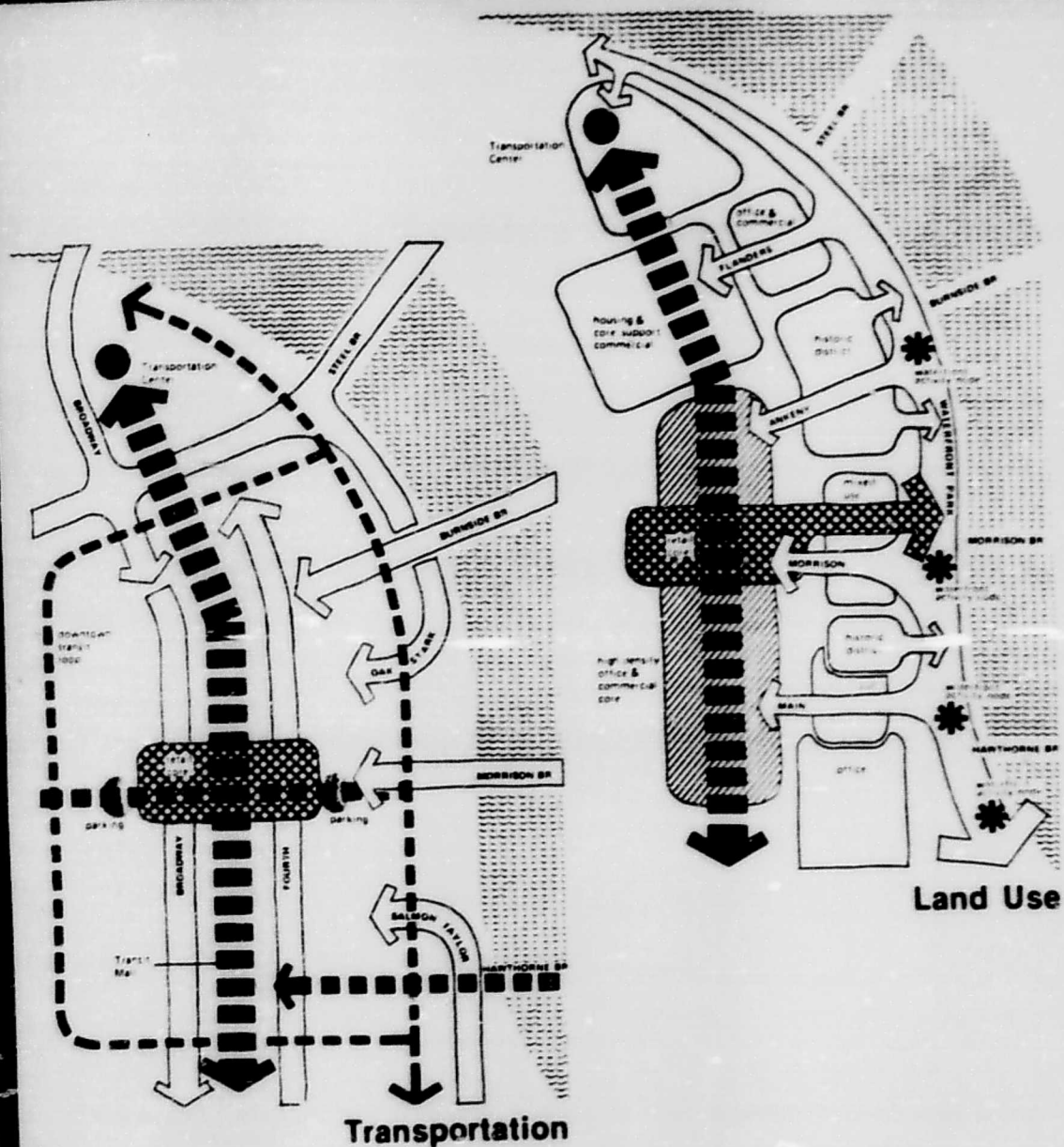
BOUNDARY DESCRIPTION OF DOWNTOWN WATERFRONT URBAN RENEWAL AREA

The Project Area is described as that land containing all lots or parcels of property situated in the City of Portland, County of Multnomah, and State of Oregon, bounded generally as follows:

BEGINNING at the intersection of the southerly line of S.W. Montgomery Street with the Harbor line on the west side of the Willamette River (U.S. Corps of Engineers, 1968); thence along said Harbor line, south  $20^{\circ}17'37''$  east 794.27 feet to its intersection with the northerly line of Interstate 5 (west Marquam Bridge Interchange); thence along said northerly line, south  $55^{\circ}04'53''$  west 194.66 feet; thence north  $87^{\circ}47'20''$  west 12.16 feet; thence along a curvilinear portion of said northerly line 410 feet more or less; thence west 125.71 feet; thence south  $0^{\circ}52'$  west 108.04 feet; thence continuing along the curvilinear portion of said northerly line, along a spiral curve which chord bears south  $42^{\circ}11'50''$  west 146.52 feet; thence along a chord bearing south  $84^{\circ}42'10''$  west 39.86 feet; thence along a chord bearing south  $89^{\circ}54'03''$  west 98.20 feet to the intersection of said northerly line with the easterly right-of-way line of the Southern Pacific Co.; thence crossing said right-of-way of the Portland-Salem Freeway and the right-of-way of S.W. Water Avenue, in a westerly direction, a distance of 410 feet more or less to the point of intersection of the west right-of-way line of S.W. Water Avenue with the south right-of-way line of S.W. Caruthers Street; thence along said south line and its westerly extension thereof, 570 feet more or less to a point in the easterly boundary of Lot 5, Block "H" of "South Auditorium Addition", said point lying in the easterly boundary of the "South Auditorium Project Area I"; thence along said boundary north  $0^{\circ}41'57''$  east 515.92 feet; thence north  $0^{\circ}41'57''$  east 4.00 feet; thence north  $0^{\circ}43'51''$  east 30.00 feet; thence south  $89^{\circ}16'09''$  east 170.52 feet to a point in the easterly right-of-way line of S.W. Front Avenue; thence along said easterly line north  $0^{\circ}41'57''$  east 489.95 feet; thence north  $20^{\circ}49'25''$  east 332.81 feet to the intersection of said easterly line with the southerly right-of-way line of S.W. Harrison Street; thence along said southerly line and its easterly extension thereof, south  $69^{\circ}08'00''$  east 101.07 feet to the southeast corner of Block "J" of said "South Auditorium Addition"; thence along the easterly line of said Block "J", north  $20^{\circ}50'08''$  east 209.94 feet; thence south  $69^{\circ}12'13''$  east 0.80 feet; thence north  $20^{\circ}50'10''$  east 50.00 feet; thence north  $69^{\circ}09'45''$  west 1.80 feet; thence north

20°53'00" east 579.90 feet to a point in the north right-of-way line of S.W. Market Street; thence along the easterly extension of said north line to the west construction line of S.W. Harbor Drive, said west line being the easterly boundary of the "South Auditorium Project Area II"; thence along said easterly boundary to the north boundary of the South Auditorium Project Area II; thence westerly along the north line of S.W. Jefferson Street to the east line of S.W. First Avenue; thence northerly along the east line of S.W. First Avenue to the north line of S.W. Madison Street; thence westerly along the north line of S.W. Madison Street to the west line of S.W. Second Avenue; thence southerly along the west line of S.W. Second Avenue to the north line of S.W. Jefferson Street; thence westerly along the north line of S.W. Jefferson Street to the west line of S.W. Fifth Avenue; thence northerly along the west line of S.W. Fifth Avenue to the south line of S.W. Taylor Street; thence westerly along the south line of S.W. Taylor Street to the west line of S.W. Sixth Avenue; thence northerly along the west line of S.W. Sixth Avenue to the south line of S.W. Yamhill Street; thence westerly along the south line of S.W. Yamhill Street to the west line of S.W. Broadway; thence northerly along the west line of S.W. Broadway to the north line S.W. Morrison Street; thence easterly along the north line of S.W. Morrison Street to the west line of S.W. Fifth Avenue; thence northerly along the west line of S.W. Fifth Avenue to the south line of S.W. Oak Street; thence westerly along the south line of S.W. Oak Street to the west line of S.W. Park Avenue; thence northerly along the west line of S.W. Park Avenue to the south line of west Burnside Street; thence westerly along the south line of west Burnside Street to the southerly extension of the west line of N.W. Ninth Avenue; thence northerly along the west line of N.W. Ninth Avenue to the north line of N.W. Hoyt Street; thence easterly along the north line of N.W. Hoyt Street to the west line of the N.W. Broadway Avenue Bridge Ramp; thence northerly along the west line of the N.W. Broadway Avenue Bridge Ramp 845 feet, more or less, to a point; thence northeasterly along the north line of the Broadway Bridge 790 feet, more or less, to the West Harbor line of the Willamette River; thence southerly along the west Harbor line of the Willamette River 8,943 feet, more or less to the Point of Beginning.

CONTAINING 354 Acres more or less.



**EXHIBIT 3**

**DOWNTOWN  
WATERFRONT  
URBAN RENEWAL  
PLAN**

## LAND USE & TRANSPORTATION CONCEPT MAPS

158193

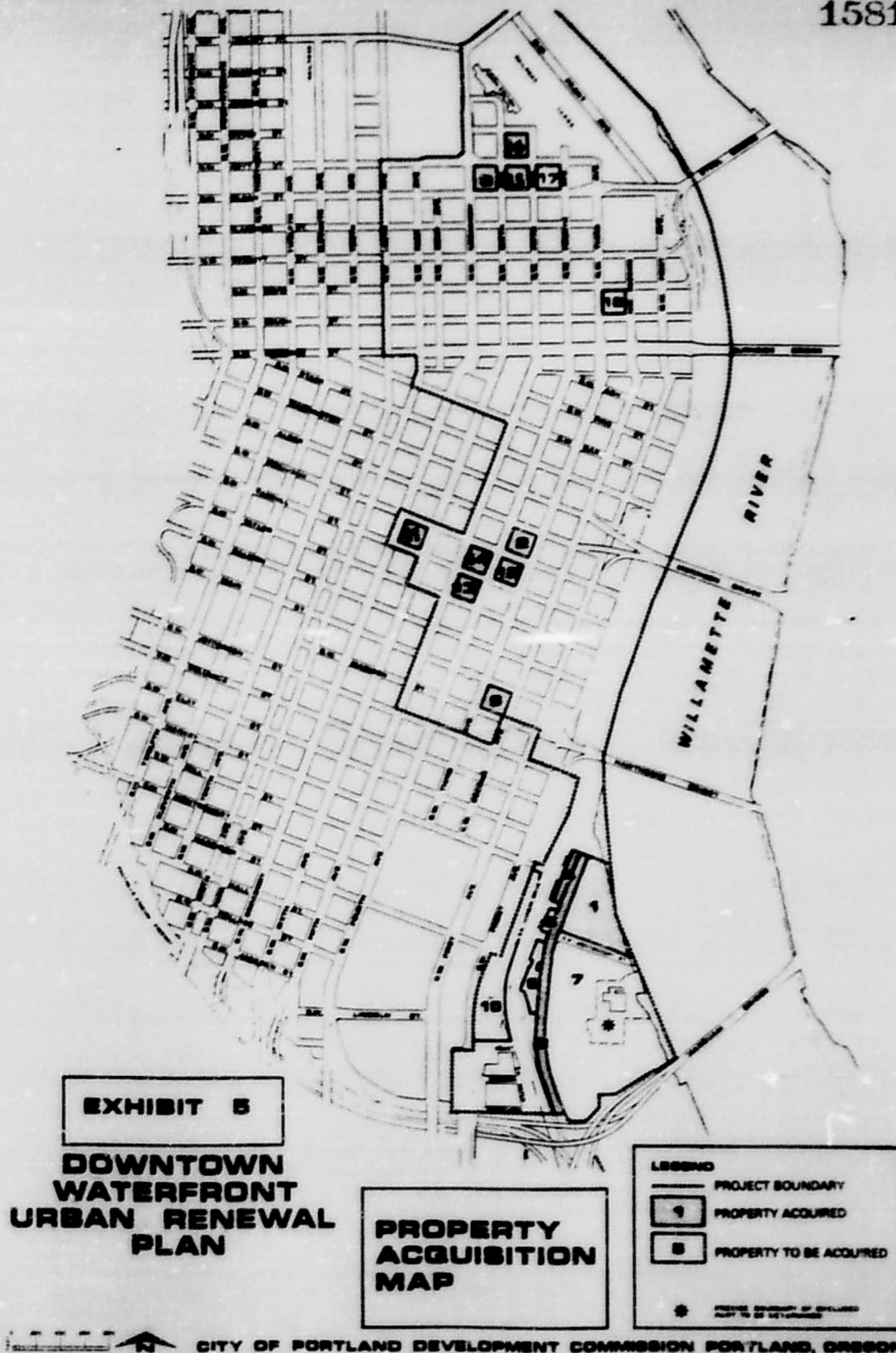
**EXHIBIT 4**  
**DOWNTOWN**  
**WATERFRONT**  
**URBAN RENEWAL**  
**PLAN**

**DISTRICTS**  
**MAP**

**LEGEND**

— PROJECT BOUNDARY

- 1 YAMHILL  
(BY ORD. NO. 16322)
- 2 SKIDMORE/OLD TOWN  
(BY ORD. NO. 16383)
- 3 TRANSPORTATION CENTER  
(BY RES. NO. 21880)
- 4 SOUTH WATERFRONT  
(BY RES. NO. 23480)
- 5 MORRISON STREET PROJECT  
(BY ORD. NO. 16276)



## RESOLUTION No. 3338

WHEREAS, in August 1975, the City Council adopted Resolution No. 3155, which provided policies and procedures for developing Waterfront Park, and

WHEREAS, park improvements have been undertaken including "Boulevard" treatment for Front Avenue, development of Ankeny Plaza, a floating pier, a waterfront esplanade and the Battleship Oregon Memorial, and

WHEREAS, improvements are continuing with the present development of the South Downtown Waterfront project which includes such recreation features as a continuation of the esplanade, a marina and an amphitheatre, and

WHEREAS, several development proposals and the need to complete Waterfront Park have necessitated a reassessment of the policies and procedures guiding the park's development to see if they are adequate or need to be improved, and

WHEREAS, Citizens and Technical Advisory Committees were appointed by the Commissioner of Public Affairs and given the mission of reviewing the plan, the park's development and current development proposals to determine if the plan remains an adequate guide and if not to recommend policy and procedure modifications, and

WHEREAS, the Citizens and Technical Advisory Committees have undertaken a reassessment and have recommended policy and procedure modifications and also priorities for Waterfront Park development;

NOW, THEREFORE, BE IT RESOLVED, that the following policies, procedures and priorities for planning and development are adopted for Waterfront Park and supersede Resolution No. 3155.

Adopted by the Council, MAR 23 1983

Commissioner Jordan  
March 18, 1983

JEWELL LANNING  
Auditor of the City of Portland

By

*Barbara L. Lanning*

## POLICIES

1. The waterfront shall be a park with a combination of activity centers and generous, unstructured open spaces, specifically:
  - The landscape shall be comprised of both deciduous and evergreen variation, preserving and integrating with the pattern of existing trees.
  - Large areas shall be left as open grass "meadows" which can serve many uses and act to preserve areas for future use.
  - Landscaping shall be designed to minimize the obstruction of the river view.
2. The Park shall be considered an extension of, and integrated with the downtown. Specifically:
  - The Park landscape shall reflect the order and form of downtown and shall relate to and complement development plans west of Front Avenue.
  - Front Avenue shall become a tree-lined boulevard, thus in effect, becoming a part of the Park.
  - The Park and Front Avenue tree patterns shall be extended west toward the downtown and major pedestrian streets.
  - Specially designed paved crosswalks with appropriate signalization, benefiting the pedestrian, shall be provided on Front Avenue to minimize it as a pedestrian barrier.
  - Efforts shall continue to reduce through traffic on Front Avenue. Modify to state: Pedestrian access across Front Avenue is critically important for linking downtown to the waterfront area. Any improvement of Front Avenue is restricted in order to preserve the strong statement to the west and the park area to the east.
  - Lighting, furnishings, fixtures and materials, etc., for the Park and Front Avenue shall be harmonious with those in public spaces in the rest of downtown.

THE POLICIES AND PROCEDURES FOR THE DOWNTOWN WATERFRONT PARK SET FORTH IN THIS RESOLUTION ARE ADDITIONAL TO EXISTING WATERFRONT PARK AND THOSE UNDERLINED ARE ADDITIONAL WORDING TO EXISTING POLICIES.

- Additional uses which may be included only with specific Council approval, could include:
- Establish open aided covered areas or walks to encourage park use during wet periods.*
  - Establish structures for a public market, shops, restaurant or commercial or non-commercial activities, consistent with other park policies. Add to this policy: At bridge ramps encourage development that will improve visual access to the river. *Physical access across front Avenue, and the visual quality of the waterfront and adjacent Yamp'asee.*
  - Locate a restaurant/shop complex at the Morrison Bridge designed to attract and serve people.
  - The old Visitors' Information Center shall be restored and converted to an appropriate Park use such as a restaurant or community center.
3. Circulation for pedestrians and vehicles shall be provided consistent with other circulation planning for downtown. Specifically:
- There shall be a continuous pedestrian esplanade at the river's edge which connects with future east-west pedestrian streets in downtown.
  - Provision shall be made to extend the esplanade north and south as soon as this becomes possible.
  - A continuous bicycle path shall be provided separate from pedestrian paths where space permits, which connects with existing and proposed bicycle paths.
  - The esplanade shall be designed to carry maintenance and emergency vehicles.
  - Automobile circulation shall not be altered by this Three-Year Plan except that opportunities to reduce through traffic on Front Avenue shall be pursued.
  - There shall be no parking in the Park except as required for service, maintenance and emergency vehicles.
  - Provisions shall be made for public transportation service to the Park.

3. Water contact, physical and visual, shall be provided. However, it shall be accomplished consistent with public health and safety and the safety of downtown. Specifically:
- Remove the solid balustrade and replace it with an open rail to improve visibility of the river. Provide flood control panels for protection when needed.
  - Provide water elements such as fountains and pools within the Park.
  - Locate fountains selectively for improved view of the river, consistent with other requirements for these policies.
  - Develop and improve opportunities for water contact to the north and south of the Park beyond the ends of the esplanade, such as the existing boat moorage.
4. Uses in the Park which require constructed facilities may include those specified below. However, large open spaces shall be provided, to accommodate a wide variety of unspecified uses. Specifically:
- Rose Festival shall be accommodated with provision for growth and flexibility to respond to different needs, interests, and age groups.
  - The existing public dock shall be redesigned to provide a safe, comfortable and attractive transient moorage for the boating public, as well as improved opportunities for general public contact with the river.
  - The Skidmore Fountain Plaza shall be extended to the river's edge and provide a generous paved plaza for a variety of public functions.
  - Several large areas shall be left primarily as open grass "meadows" to provide space for unspecified Park uses and future flexibility. These shall include: the area south of the Hawthorne Bridge, between the Morrison and the Burnside Bridges, and between the Burnside and Steel Bridges.

Policy 10 - The East Bank of the Willamette River shall be visually and physically linked with the West Bank and Waterfront Park.

1. This shall be accomplished by development of a masterplan for the east side's use as a recreational resource, and by underwriting improvements along the East Bank which will allow for major river-oriented uses to occur.

#### PROCEDURES

1. Any proposed changes or additions to the Park shall be clearly within these adopted policies. If not, the policies must first be amended by the City Council. This is to assure that the Downtown Waterfront Park remains consistent with community goals.
2. Requirements for maintenance, operation, utility services, and public safety shall be as established by the various agencies responsible. Costs for maintenance and operation shall be derived as much as possible, consistent with City policy, from income from the park, such as the proposed commercial uses. Otherwise, such costs shall be provided for by the City Council.
3. The City should immediately take the necessary steps to eliminate the present financial involvement of the Federal Government, specifically the Bureau of Outdoor Recreation, in the site of the old Journal Building, in order to provide the flexibility necessary for the successful implementation of the Park.
4. The City should immediately take the necessary steps to gain clear ownership of the Harbor Drive right-of-way, or should enter into agreements with the State, and the County if necessary, to permit the City to implement the Park.
5. The Portland Development Commission should be directed to implement the Park, as soon as possible, as part of its planning and implementation of the Waterfront Renewal Project.

#### NEW PROCEDURES

Procedure 6 - The Bureau of Parks shall review any proposed use for a City Park that requires a conditional use/revocable permit or will significantly alter the use or visual character of the park. This review will be required before the Bureau of Parks grants a revocable permit or gives approval as property owner to proceed with filing a conditional use permit. Proposals shall be presented as prescribed by the Bureau of Parks and shall be evaluated according to the following criteria:

6. Use or easy maintenance and operation of any improvements shall be a primary consideration. No improvement/facility will be approved without assurance, at the time of approval, that funds for maintaining and operating such improvements/facilities will be available, either through income derived from park uses or by specific allocation of general fund revenues by the Council.

#### NEW POLICIES

7. The development of a mixed public-commercial use at the Morrison Bridgehead shall be undertaken to improve the linkage of Downtown with the Park to increase use at all seasons and to provide revenue for the Park's maintenance and development. Uses at this location will need to:
  - a) serve a large variety of people,
  - b) generate revenue, if possible,
  - c) be oriented to leisure and recreation pursuits,
  - d) be oriented to water/river features, and
  - e) provide a link to downtown.
8. The Visitors' Information Center shall be renovated to enhance its current status as a historic structure of architectural significance, and provide for public uses which complement Waterfront Park activity.

Policy 9 - The City will schedule several improvements to enhance the use and appearance of Waterfront Park. These include:

1. An automatic irrigation system between the Steel and Burnside Bridges and between the Morrison and Hawthorne Bridges. These shall be installed to improve the area's utility and appearance.
2. The depreciation between the Hawthorne and Morrison Bridges shall be filled in, or alternatively, its drainage improved so it can function effectively and be programmed as another park meadow.
3. The esplanade between the Steel and Burnside Bridges and the Hawthorne and Morrison Bridges shall be rebuilt to improve its appearance, surface and width to accommodate large numbers of pedestrians and bicyclists.
4. Additional public restrooms shall be provided in the park in conjunction with the redevelopment and reuse of the Visitors' Information Center.

1. Conformity with goals and policies for the open space resources.
2. Compatibility with the design and recreational use of the open space resource.
3. Degree of increased maintenance requirements.
4. Capacity for revenue generation.
5. Impact on adjacent properties.
6. Degree to which the project meets documented recreation needs.

Procedure 7 - There may be appointed ad hoc advisory committees, responsible to the Commissioner-in-Charge, to review and report on development proposals that have significant impact on park use or appearance.

#### PRIORITIES FOR PLANNING AND DEVELOPMENT

##### PRIORITY 1 Morrison Bridge to Eastborne Bridge

Completion of this area of the park, as an improved open meadow at grade level, would complement existing river/park uses to the north and south as well as increase the park's capacity for supporting large outdoor events. An improved esplanade in this segment would enhance the uninterrupted pedestrian and bicycle access from the Broadway Bridge to the South Waterfront development area. Improvement of this site should not include the development of a new water feature, as suggested in the original masterplan because of the adjacent marine and riverboat marina under construction to the south.

##### PRIORITY 2 Visitors' Information Center

This location was identified in the original Waterfront Park Masterplan as a restoration item to be acted upon after prior Council approval. Adjacent to the site is the current development of the Historic Yacht Club Marinas as a food-oriented center; the impending development of the Waterfront Center in the South Waterfront, with marina, two restaurants, retail and office space and approximately 500 housing units; and the already constructed Willemette Center with ground-floor retail space. Redevelopment for community uses and an auxiliary food service at the site meets a recognized need for stimulating park use during all seasons. It offers a revenue generating potential for the park's maintenance and future development, as well as an opportunity for increased public use of an historically significant structure.

The site is currently used by the City's Bureau of Facilities Management, and the Bureau has not scheduled its move into the new Public Service Building. Facilities Management was asked about their use of the site for next year or so. They want to continue to use it as office space. Staff recognizes it will be used ultimately for community purposes, but in the meantime it will be used by City staff in need of office space. This gives the City time to determine the exact use for the site, and pursuit of an ultimate use should start right away.

##### PRIORITY 3 Morrison Bridge Ramp

Similar to the Willemette Information Center, development of the Morrison Bridge ramp would provide a year-round magnet to the waterfront. It would complement an improved meadow between the Morrison and Eastborne Bridges, and the original meadow between the Burnside and Morrison Bridges by reinforcing pedestrian uses of the esplanade and open meadow features. Unlike the above elements, however, development of the bridge ramp would require new construction and possible acquisition of county property.

Because of the abundance of commercial development in the surrounding area, specific uses of this site should be re-examined so as not to saturate the market with restaurant/shop opportunities. Seen at the Bridge ramp, as with the Visitors' Information Center, should serve a large variety of people, generate revenue, be oriented to leisure and recreation pursuits, be oriented to water/river features, and provide a link to downtown.

##### PRIORITY 4 Steel Bridge to Burnside Bridge

This area was never clearly defined in the Waterfront Plan. The policies state that it should be regarded primarily as a reserve for the future. The consultants noted in the final plan that "specific new uses will be influenced by several proposed new developments nearby". Yet it too occupies an important place along the waterfront. It is adjacent to McCormick Pier, One Pacific Square, and Light Rail. While the site is cramped by on-ramps to the Steel Bridge, it provides the finishing link to downtown Portland's Waterfront Park. It should be examined for future development once Light Rail has been established in the downtown area.

#### PLANNING PRIORITIES

##### Master Plan For The East Bank of the Willemette

The East Bank holds enormous potential for providing a visual and physical link with the West Bank and Waterfront Park. Originally not included in the Waterfront Park Master Plan, the East Bank currently lacks a design concept as a recreational open space resource. This key component to the aesthetics of the waterfront would benefit by landscaping treatment of certain key areas. To achieve this, a plan for the use and development at the East Bank is required. A development plan would also help facilitate acquisition of several privately owned parcels, in addition to securing those parcels held by the State for recreational purposes.

Commissioner Jordan  
JG/ke  
December 1, 1982

Staff for City of Portland