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downtown plan

PLANNING GOALS AND GUIDELINES

Portland Downtown Plan

As Amended by City Council

December, 1972


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NOTE: The material preceding each set of planning guidelines was not adopted by City Council but is included for background purposes only.

The District Guidelines section in the original report has not been reviewed or adopted by City Council and is not included in this material.

PORTLAND BUREAU OF PLANNING
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INTRODUCTION

The planning guidelines described here help to set a course of action for the development of Downtown Portland in the years ahead. Some of the guidelines are general, indicating goals and policies against which specific development proposals may be measured. Others are more definite, dealing with specific land use and traffic patterns.

This report on planning guidelines is organized in four parts. The initial section is a statement of the planning goals and objectives that have been developed over many weeks of deliberation by the Mayor's Citizens Advisory Committee. The Mayor's committee met with numerous groups and individuals, conducted open meetings, and sought out the advice of experts. The report of this committee is included here as it was submitted to the City Council in November 1971.

The second section deals with the Downtown area bounded by the Stadium Freeway on the south and west, Hoyt Street on the north and the Willamette River on the east. This section is organized under the following headings: Land Use, Environment, Circulation, and Density.

A third section divides the study area into 21 planning districts, each described in terms of its boundaries, general character, land use, density, environment, and circulation.

Finally, the plan report deals with implementation. General recommendations are made with respect to development regulations. Specific implementation projects are suggested for a first-phase action program.

The plan for Downtown Portland is part of the Comprehensive Plan for the City of Portland, a continuing program contained in the various studies, reports, and recommendations of the City Planning Commission which may be adopted from time to time by the City Council.

City officials have an obligation to set down in the form of a comprehensive plan their best judgment about the way the city should develop in the future. Taken together, these recommendations -- organized as guidelines -- provide a frame of reference for the many individual decisions that public officials and private individuals will make concerning the future development of the city.

CITIZENS' GOALS

This statement of goals and objectives was prepared by the Citizens' Advisory Committee to the Downtown Plan. The Committee early in its existence formed Task Forces on Housing and Downtown Neighborhoods, Commerce, Waterfront, Portland State University/Park Blocks and Transportation. Each Task Force was chaired by a committee member, but membership was open to anyone willing to attend meetings. Each Task Force addressed the problems that were indicated by (1) the public response at our early "town hall" meetings and by (2) planning staff reports. Drafts of goals and objectives were formulated and later edited, reviewed and approved by the entire committee.

A preliminary statement of goals and objectives was sent to the City Council on November 8, 1971. Subsequently, the statement was revised to incorporate the suggestions and comments that were received.

Our goals are intended to serve as a framework for making land use decisions, but we have recommended specific land uses and policies where the committee and other citizens have indicated a strong preference for them. The goals are also intended to serve as a tool to evaluate the Downtown Plan.

We strongly recommend that a study be undertaken to examine the effects of current zoning, assessment and tax use in Portland. The Committee has found that traditionally a complex set of factors, including transportation, circulation, zoning and taxation have determined land use when logically these factors ought to support prior land use decisions. The Downtown Plan is an opportunity for the citizens of Portland to say: Let's first decide how we want to use our Downtown, and then determine what tools are necessary to achieve our land use decisions. For example, our goals call for increasing the number of low-income and middle-income housing units Downtown. The traditional land use determinants would probably bar implementation of this goal. Thus, if the citizens of Portland approve this goal, then alternative implementing methods will need to be developed.

Dean Gisvold, Chairman
Citizens' Advisory Committee

HOUSING & DOWNTOWN NEIGHBORHOODS

GENERAL GOAL:

To give high priority to increasing the number of residential accommodations in the Downtown area for a mix of age and income groups, taking into consideration differing life styles; and to provide a "quality" environment in which people can live recognizing that residents of Downtown and adjacent areas are essential to the growth, stability and general health of a metropolitan city.

SPECIFIC GOALS:

- A. Coordinate and better organize the efforts of all agencies that are involved in the provision of housing (both public and private, including Portland City Planning Commission, Portland Development Commission and Housing Authority of Portland). Specifically:
 1. Develop economic or other incentives to reduce the slippage rate of existing housing units from the market in the Downtown area and encourage the building of additional housing units.
 2. Encourage the fullest use of public and private programs to ensure that future Downtown housing accommodates a mix of low, moderate and high-income people.
 3. Provide, in addition to existing federal programs, comprehensive plans for the relocation of all displaced residents.
 4. Establish a mechanism within the neighborhoods that would provide the people living in them a voice in making decisions affecting the area as well as responsibility for those decisions.
 5. Recognize the differing needs and problems of the various groups who will be housed, including those groups who naturally gravitate to the city core. Provide housing and services commensurate with their physical and social needs. These groups include the single retired, the elderly, itinerant workers, "down and outers", students, the handicapped, as well as middle and upper income groups.
- B. Enhance the liveability of Downtown.
 1. Investigate designating the Downtown area as a "design zone." Strengthen the role of the Portland City Planning Commission so that they may take an active leadership role in translating the "Portland character"

as defined by rivers, parks, trees, topography, vistas, and spirit into design concepts that will guide future development and the use of existing structures.

2. Establish residential districts that reflect the desire for a strong residential base in the Downtown area. Concentrate housing in identifiable areas in which incompatible uses are minimized. (e.g. parking facilities, heavy traffic, noise-generating activities)
3. Create a pleasurable human environment by providing:
 - a. Pedestrianways, "people-mover" systems and bicycle trails to connect core area housing and adjacent neighborhoods with open-spaces, the retail core, and medical and other support facilities.
 - b. Parks, places to talk, play (both children and adult activities), look, think and enjoy. Open space is especially needed in conjunction with residential areas west of Tenth Avenue.
 - c. Other public-use facilities such as restaurants, plazas, covered outdoor facilities, skating rinks, tennis courts, gymnasiums, etc.
 - d. Accessible service centers for residential areas: drug stores, supermarkets, medical facilities, transportation, and public restrooms.
 - e. Adequate lighting in all parts of the Downtown area.
 - f. Adequate police, fire and health protection.
 - g. A variety of tourist attractions, e.g. use of the river.
 - h. Clean air and reasonable noise levels.

COMMERCE

GENERAL GOAL:


Enhance Downtown's role as leading center for retail goods and consumer services. Provide an atmosphere conducive to investment.

SPECIFIC GOALS:

- A. Maintain a compact retail core.
- B. Encourage retail use of ground-level space, including shops and restaurants on first floors of office buildings. Keep parking and other non-retail uses from breaking up the sidewalk retail frontage.
- C. Encourage clusters of general and specialty retailing not only in the retail core, but also to support other areas such as Portland State University and residential areas.
- D. Encourage development of specialty shops and restaurants in the direction of the waterfront to generate activity and pedestrian flow toward the river.
- E. Create a system of pedestrian ways which:
 1. Connects the retail core with the waterfront, offices, residential areas, and parking facilities.
 2. Creates a pleasant shopping environment in the retail core, utilizing widened and covered walkways and/or malls, special lighting and landscaping. Special attention should be given to providing protection from Portland's rainy weather.
 3. Reduces stress by eliminating pedestrian/vehicle conflicts. Alteration of store loading schedules and/or locations may be necessary.
- F. Provide facilities for shoppers: street furniture meeting rooms, places to sit, to rest, to wait, to observe; shoppers' lockers, day care facilities, bicycle storage, and public rest rooms.
- G. Provide a strong transit system to reinforce the retail core. Encourage use not only by workers who do not need their cars, but also by shoppers.
- H. Encourage a system of short-term parking to serve retail core facilities. Development of alternative circulation systems should be given high priority.

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I. Encourage renovation of run-down retail facilities.

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J. Develop a major city square in the center of the Downtown retail core to provide breathing space, a focal point, and gathering place.

WATERFRONT

ASSETS & POTENTIAL

The riverfront is one of the few places which provides the city dweller with the opportunity to get in touch with the natural environment, and more particularly with the special qualities of a body of water. It provides the opportunity for play as well as work, relaxation as well as stimulation, nature as well as artifice; the opportunity to create for the people of Portland a combination of unique activities through which city life can be enhanced.

1. Our recommendations are based on the assumption that the highest priority must be given to the human element; to enhancing liveability; and to fulfilling the human need for open space.
2. The riverfront should offer contrast and relief from the formal character of downtown.
3. The very nature of the river makes possible the realization of a broad range of unique activities, not possible elsewhere in the city.
4. The riverfront should be a place which will act as a magnet, drawing people back into the heart of the city--a community focus.
5. Through careful planning, landscaping and development, we should strive to recapture the beauty and drama of the Willamette--a great northwest river with a colorful past.

IMMEDIATE GOALS:

- A. Develop a minimum "activity-range capability" for the waterfront.
- B. Make substantial public use of the waterfront as soon as possible upon closure of Harbor Drive. A broad range of publicly-oriented activities should be encouraged and permitted on the waterfront as soon as possible.
- C. Establish a mechanism for public involvement in the development of the waterfront. Individuals as well as organizations should be directly involved.
- D. Establish a public policy for the development of publicly-owned waterfront land, keeping in mind the potential for uses and community involvement which may not exist on private lands.
- E. Promote activities which take advantage of the water.
- F. Develop programs to make the Willamette River free of pollution and safe for water-oriented activities and marine life.

LONG-RANGE GOALS:

- A. The area included in "the waterfront" should be large enough to be flexible and useable, providing for the fullest range of activities.
 - 1. Extend acquisition of public land and development as far west, north and south as possible.
- B. Good physical and visual access should be developed from the downtown to the waterfront and to the water itself.
 - 1. The waterfront must be pedestrian-oriented.
 - 2. Facilities for automobiles should be avoided on the waterfront.
 - 3. Public mass transit should serve the waterfront.
 - 4. Pedestrian ways should penetrate automobile traffic barriers to the greatest extent possible.
 - 5. Develop a network of trails, paths, walks, etc. which provide wide-ranging connections to all of downtown.
 - 6. Create a "promenade" feeling, a setting for mingling and communicating.
- C. The two banks of the river should be connected visually and by safe, pleasant pedestrian and bicycle ways.
- D. Develop the first permanent facilities to provide public-oriented commercial, retail, service, gathering and entertainment activities. Create "people-scale" atmosphere on

the waterfront.

- E. Density (height and bulk) regulations and design controls should be part of the waterfront development plan.
1. Buildings near the waterfront district should not constitute a barrier between the core and the river or block important vistas.
 2. Height of development should be stepped down from the core to the river.
 3. Standards for the height and bulk of buildings and the provision of open space should encourage variety of design.
 4. Exclusive, or private use should be subordinate to public use. Private development should provide public access and facilities.
 5. The public should have access to the riverbank at all points.
 6. Highly diverse development of mixed commercial uses should be encouraged in the adjacent "primary benefit area" west of Front Avenue. Development within the waterfront district should be far less intense, so that a sense of openness is maintained.
 7. Where private development is permitted east of Front Avenue, properties should be leased rather than sold.

PORTLAND STATE UNIVERSITY/PARK BLOCKS

GENERAL GOAL

Portland State University should be an "urban university." By this phrase we intend to imply far more than a fact of location. We believe that PSU and the city should be consciously aware of, take advantage of, and in fact emphasize their impact on each other.

SPECIFIC GOALS

- A. Encourage interaction between the university and the larger community. University programs and facilities should be used for greater benefit of the general public. The Downtown community should be more responsive to PSU needs.
 1. PSU should be totally accessible to the handicapped. It is ideally located near services they need, and is the only university in the state which comes close to providing adequate access to university facilities.
 2. Encourage appropriate and desirable retail uses of private property which can serve both the university and the general public. Suggested uses are restaurants, barber shops, drug stores, boutique and specialty shops.

- B. Minimize congestion in the PSU area caused by student autos; develop alternatives to private vehicle parking in the area.
 1. Portland State University should be encouraged to reduce the required parking ratio of one space for every three students. We believe the 3-1 ratio will serve to create rather than reduce congestion and will hinder the development of alternative modes of access. The Portland Development Commission should be informed that we feel that it is desirable for the University to maintain only the minimum amount of parking necessary to complement alternative modes of transportation.

2. The student population should serve as a target group for park and ride stations being developed by Tri-Met.
 3. Bicycle trails should be developed to provide access to the university from areas of concentrated student housing. (i.e. Corbett, Northwest Portland, Goose Hollow.)
- C. Provide maximum access to the park blocks cultural area and the university for both the public and PSU students.
1. Expand the balance of the South Park Blocks along the lines developed for the PSU Park Blocks.
 2. For users of the cultural area, provide short-term parking in peripheral facilities which are part of a parking system.
 3. Extend the cultural area northward with the ultimate goal of connecting the North and South Park Blocks.
 4. Encourage the Park Bureau and other appropriate agencies and private groups to implement programs which will insure maximum public use of the Park Blocks.
- D. Minimize the impact of students on the already burdened low-cost housing market.
1. Encourage private developers to build additional conventional housing suitable for students, rather than dormitory-type housing (PSU is not permitted to build student housing.) Such housing should be integrated into the larger community to promote maximum cultural mixing.
- E. Examine zoning in the area surrounding the university.
1. Formulate zoning regulations in areas adjacent to institutions like the university to prevent "soft" uses -- those in which a substantial investment is not made for fear of university expansion.

TRANSPORTATION

GENERAL GOAL:

To design a balanced transportation system which is supportive of the other Downtown goals; and which recognizes that the transportation system should provide more efficient use of both right-of-way and vehicles. This means reducing reliance on the automobile, increasing the number of persons per car and increasing the number of persons moving through concentrated areas on multiple-passenger facilities.

SPECIFIC GOALS:

- A. Develop a mass transit system which could ultimately carry 65-75% of the passenger trips to and through the core; and* which provides a viable alternative to the private vehicle, i.e. fast, economical, convenient and comfortable.
 1. Improve transit service to Downtown from outlying areas.
 2. Develop a transit system for circulation within Downtown which includes fast, frequent and quality service from peripheral parking facilities. Vehicles should be quiet, non-polluting and of a scale compatible with the pedestrian orientation.
 3. Make transit easily accessible to all, and particularly to the handicapped, children, the elderly, the poor and others with special needs.
 4. Develop an interchange system, including a transit terminal for transfer among and between modes of inter- and intra- city transportation.
- B. Give maximum accommodation to walking in the core.
 1. Reduce air and noise pollution and pedestrian-vehicle conflicts to provide a healthier, more pleasant atmosphere for walking.
 - a. Reduce and where possible eliminate private automobile traffic in the core. Traffic volume should be scaled down commensurate with the needs of the area and to a degree which reflects the viability of the developing mass transit system and the requirements of the federal air quality standards.
 2. In recognition of Portland's rainy weather, covered walkways, malls and other appropriate pedestrian ways should be developed to serve the entire core area and to link open spaces and parks.
 3. Provide safe pedestrian access across bridges.

* The underlined passage, omitted by mistake in the first printing of the report, was included in the second printing and is endorsed by the Planning Commission.

4. Provide pedestrian areas and facilities on the ground floors of buildings.
- C. Encourage use of bicycles as an alternative mode of transportation by:
1. Providing safe bicycle access over the bridges.
 2. Developing a network of bikeways serving the entire core and connecting it with adjacent areas.
- D. Develop a circulation pattern which responds to the Downtown Plan Goals by:
1. Encouraging elimination of through traffic in downtown.
 2. Establishing a functional classification of streets for:
 - Transit
 - Private Vehicles
 - Service Vehicles
 - Bicycles
 - Pedestrians
 - Parking
- E. Establish a public parking policy to:
1. Develop an identifiable system of parking Downtown which will best serve all Downtown activities.
 - a. Redistribute parking facilities to locations which will best serve recommended land uses in Downtown and relate to the circulation and transit systems to be developed.
 - b. Provide parking facilities for automobiles appropriate for both long- and short-term parking in conjunction with good pedestrian and transit access to the rest of Downtown.
 - c. Provide protected parking for bicycles downtown and at peripheral parking sites.
 - d. Reduce and wherever appropriate remove curb parking and establish buffers to separate and protect pedestrians from vehicular traffic.

OFFICE

GENERAL GOAL:

Strengthen Downtown's role as an important center for administrative, financial, personal and professional business, service, and governmental activities.

SPECIFIC GOALS:

- A. Provide sites and environment which will adequately accommodate new office development as needed.
- B. Encourage use of rehabilitated historic buildings as office space.
- C. Encourage at the street level pedestrian-oriented spaces and activities such as plazas, retailing, restaurants, etc.
- D. Strengthen pedestrian access from office facilities to retail, housing and public areas.
- E. Utilize office building rooftops for supportive open-space and other amenities.
- F. Provide adequate off-street loading facilities in new buildings.
- G. Encourage use of transit by office workers and development of peripheral all-day parking and shuttle service.
- H. Establish height and bulk limitations in the context of a building's immediate environment. Careful consideration should be given to the cost of providing utilities and services and the capacity of the transportation system which serves it to accommodate a given density.

CULTURE AND ENTERTAINMENT

GENERAL GOAL:

- A. Promote downtown as the entertainment and cultural center of the metropolitan area.
- B. Encourage public sponsorship of entertainment.
- C. Provide a medium-sized theater for the performing arts.
- D. Create pedestrian links Downtown to insure good access to and between recreational and cultural facilities.
- E. Reinforce areas with distinctive flavor and specialty functions such as the Skidmore Fountain, Old Town and Oriental/International areas.
- F. Maintain and reinforce Broadway and other active and legible entertainment areas.
- G. Encourage diversification of cultural entertainment in the core.
- H. Provide for and encourage Rose Festival activities.

- H. Provide incentives for new and existing buildings to create entertainment facilities within them for public use.
- I. Provide spaces for community entertainment, exhibition and meeting facilities.

OPEN SPACE

GENERAL GOAL:

Provide public and private open spaces adaptable to a wide variety of uses.

- A. Provide supportive open space to residential facilities Downtown.
- B. Make better use of street rights-of-way for open space where appropriate and utilize rooftop open space.
- C. Encourage private provision of open space.
- D. Connect open spaces with pedestrian and bicycle linkage.
- E. Redesign existing open spaces to make them more adaptable to a variety of uses, e.g. individual sports: tennis courts, frisbee areas, shuffleboard, archery, horseshoes, bowling greens, card and checker tables.
- F. Permit active uses in open spaces, e.g. cafes, kiosks, vending stands, and entertainment.
- G. Develop a major city square in the center of Downtown to provide a focal point and gathering place.
- H. Provide facilities for people--public restrooms, outdoor furniture, protection from the elements.

HISTORIC PRESERVATION

GENERAL GOAL:

Identify, preserve, protect and dramatize historical structures and locations within Downtown.

SPECIFIC GOALS:

- A. Define in clear and specific terms the criteria for the classification of historic structures.
- B. Protect historic areas from incompatible development.

- C. Provide incentives for rehabilitation of historic structures, i.e. establishment of local public funds.
- D. Encourage coordination among those revitalizing historic structure to create a common atmosphere.
- E. Restrict unnecessary auto traffic where possible in the historic areas.
- F. Provide appropriate street furniture to dramatize historic areas.

INDUSTRY

GENERAL GOAL:

Maintain supportive warehousing and wholesaling in a cohesive district close to downtown.

SPECIFIC GOALS:

1. Encourage off-street parking and loading to reduce vehicular congestion.
2. Encourage supportive land uses in industrial areas to provide for the needs of employees.
3. Provide the amenities of landscaping, proper lighting and open space where possible in industrial districts.

ENVIRONMENT

GENERAL GOAL:

Create in downtown Portland an urban setting with a definite sense of place and identity by developing strong boundaries, emphatic focal points, unique physical designs for identifiable areas, and by enhancing special views such as the waterfront, and historic or architecturally significant buildings.

SPECIFIC GOALS:

1. Sharpen the visual identity of downtown sub-areas or districts such as Skidmore Village, Portland State University, the future government center and the retail area.
2. Encourage creation of visual amenities and physical facilities that might not otherwise be built.
3. Restrict fortress-like facades at street level.
4. Give careful consideration to design of street furniture, planting, signing and lighting.
5. Encourage careful consideration of climatic conditions in design and redesign of buildings.
6. Develop standards for the number, location and design of billboards and business signs.

PLAN CONCEPT

Three alternative plan concepts were evaluated. These are identified below, along with the major advantages and disadvantages of each concept.

Dispersal Concept

Complete dispersal of development within Downtown, with emphasis on total accessibility and parking.

Advantages:

1. Equal accessibility throughout Downtown
2. Few restrictions on new development

Disadvantages:

1. Lacks sense of identity
2. Scatters land use functions
3. Emphasizes vehicle traffic and parking

Multi-Node Concept

Concentrated development around peripheral parking facilities at major access points into Downtown.

Advantages:

1. Intercepts traffic at major entrances into Downtown.
2. Relates building density and parking to the major access points.

Disadvantages:

1. De-emphasizes the existing office district and the retail core.
2. Requires extensive bus shuttle system.

Linear Concept

Concentrated development along a strong transit corridor with peripheral parking at each end.

Advantages:

1. Reinforces existing development patterns.

2. Emphasizes highly accessible office corridor and retail core
3. Develops peripheral parking connected to a strong transit system.
4. Provides a strong sense of legibility and identity.

Conclusions:

1. The dispersal concept encourages Downtown to continue developing in its present fashion.
2. The multi-node concept has several good features, mainly related to development concentrations at major access points.
3. The linear concept places emphasis on reinforcing existing patterns of development related to a strong transit system.

A combined linear/multi-node concept best meets the planning goals for Downtown. The plan concept features are summarized below;

1. High-density north-south concentration of office development reinforcing existing patterns.
2. Compact east-west retail core concentration extending to the river.
3. Medium density office concentrations at selected access points into Downtown.
4. Remainder of area inside freeway loop development in medium and lower density uses.
5. North-south transit corridor centered on high-density spine.
6. East-west transit corridor centered in retail core.
7. Waterfront esplanade penetrating into Downtown where soft spots occur.
8. Existing special districts are identified and strengthened.
9. Strong north-south and east-west pedestrianways link development concentrations and special districts.
10. Where possible, preserve and rehabilitate existing buildings throughout Downtown.

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PLAN ELEMENT GUIDELINES

This section describes planning guidelines for each plan element: Land Use, Environment, Circulation, and Density.

LAND USE

OFFICE

Office development is the most dominant land use Downtown. It is also the major form determinant. Office space Downtown has nearly doubled in the last ten years. Financial and corporate uses have accounted for much of this growth. An expansion in the scope of business activities and an increase in space per employee have been contributing factors. If present trends continue, office floor area may again double in the decade of the 70's.

Existing major office concentrations which are reinforced by the plan are:

1. The older, established office core between Pine and Morrison from Third to Tenth.
2. The newer office corridor between Fourth and Broadway from Yamhill to Clay.
3. The South Auditorium Urban Renewal Area.
4. The medical office concentration west of Tenth.

Planning Guidelines

1. Develop a high-density linear concentration of office extending from Burnside to Market between Fourth and Broadway, oriented to the north-south transit malls.
2. Develop a medium-density office concentration adjacent to selected access points into Downtown.
3. Permit low-density office development dispersed throughout Downtown.

4. Limit the height and bulk of office buildings in the district adjacent to the South Park Blocks and the districts adjacent to the waterfront west of Front Avenue, consistent with the existing and planned character of these areas.
5. Encourage rehabilitation of historic buildings.
6. Encourage retail and service commercial activities at the ground level of office buildings, especially in the retail core and along the high density corridor. No other commercial activities will be permitted without specific approval of the Planning Commission.
7. Through incentives, encourage building designs at pedestrian levels which provide more public open space such as arcades, covered walkways and plazas.

RETAIL

Downtown Portland contains a wide variety of retail activities ranging from those which serve the entire metropolitan area to "supportive" convenience uses which serve only adjacent office and housing areas.

The Downtown retail core is regional center for comparison and specialty shopping. Its importance has diminished in recent years due to the lack of amenity, convenient access and parking, and the emergence of large outlying shopping centers. More of these centers are planned.

Retail sales Downtown declined throughout the 1950's and early 1960's but now appear to have stabilized. Recent major additions in Downtown office space and employment are largely responsible.

The plan seeks to strengthen Downtown's role as the major center for retail activities and consumer services by:

1. Maintaining a compact retail core that is relatively free from pedestrian-auto conflict.
2. Creating a pleasant pedestrian environment.
3. Providing adequate close-in short-term parking and convenient access to public transit.
4. Making the retail core more accessible from other parts of Downtown.
5. Encouraging the renovation of run-down retail stores and the building of new retail facilities on first floors of new office buildings.

Planning Guidelines

1. Strengthen the Downtown retail core by concentrating retail uses, providing convenient, close-in shopper parking and improved public transit, and by creating a pleasant pedestrian environment.
2. Encourage expansion of the retail core in the direction of the waterfront by development of tourist-oriented retailing there.

3. Encourage continued concentration of specialty retailing and restaurants in the Skidmore Fountain/Old Town area, with special attention paid to the environment of the area.
4. Maintain a "Farmer's Market" type facility in Downtown in the existing area along Yamhill or in the ground floor of a new structure on, or near, the waterfront.
5. Create a "Ghirardelli Square" type commercial center in the north part of Downtown with Union Station and the Hoyt Hotel as focal points.
6. Encourage specialty retailing and restaurants along the Central Waterfront as shopper and tourist attractions.
7. Create a river-oriented commercial-recreation focus south of the Hawthorne Bridge.
8. Strengthen and concentrate convenience retailing in the Lovejoy Fountain Center, near the University at 6th and Hall, and at 10th and Jefferson to support nearby residential uses.
9. Develop a specialty commercial area around the North Park Blocks for uses such as lighting showrooms, office furniture, stationery and specialty printing shops.
10. Encourage commercial activities at street level in all buildings, including parking structures. Convenience retailing -- newsstands, candy shops, barber and beauty shops, restaurants and cafes, flower shops, etc. -- is recommended throughout Downtown in support of office and residential uses.
11. Develop concentrated retailing along major ground-level and second-level pedestrianways.

ENTERTAINMENT

This category consists mainly of theaters and restaurants. Broadway is the principal entertainment street in Downtown. The location of the city's major hotels along or near Broadway is compatible with, and adds to, this concentration of entertainment activities. Restaurants are scattered throughout Downtown. A number of specialty restaurants have located in the Skidmore Fountain District and several oriental restaurants are concentrated along N. W. Fourth Avenue.

While not occupying an extensive amount of land area, theaters and restaurants are a significant Downtown land use and constitute an important activity during the hours when stores and offices are closed. The concentration of theaters on Broadway adds to the color and vitality of Downtown. The specialty restaurants in the Skidmore Fountain District help to give this historic part of Downtown its special character.

Planning Guidelines

1. Strengthen the existing concentration of theaters, restaurants and hotels along Broadway by adding more entertainment activities and introducing environmental improvements.
2. Encourage the location of restaurants in support of new office concentrations, along major pedestrian paths, and along the waterfront.
3. Encourage additional specialty restaurants in the Skidmore Fountain/Old Town District.
4. Reinforce the Oriental restaurant concentration along N. W. Fourth Avenue with additional entertainment facilities and specialty shops.

HOUSING

The number of housing units Downtown (within the freeway loop) decreased from 28,000 in 1950 to 11,000 in 1970. Downtown housing has been displaced mainly by urban renewal projects, Portland State University and the Stadium Freeway. There is a small counter trend in the new high-density high-income housing in the urban renewal area south of Market Street.

It is apparent that many people find Downtown an agreeable place to live. This is true for all income groups, although families with young children ordinarily prefer other locations. Many low-income people -- especially older persons -- enjoy the proximity of Downtown activities and community services.

A resident population helps to support many of the diverse activities which make Downtown successful -- retail stores, restaurants, theaters, etc.

Economic considerations do not favor the development of new housing units Downtown for moderate and low-income people.

Downtown dwelling units are mainly in apartment buildings and in residential hotels which range in quality from excellent to "substandard." The poor housing in the Skid Road area along Burnside and in the Lownsdale Square area is both a physical and social problem. A number of public and private social agencies have programs dealing with the residents of these areas but they are not coordinated. The lack of alternative housing for many residents of these two areas is a deterrent to strict code enforcement by the city.

There is a large area of scattered housing west of Tenth Avenue and between Fourth and Broadway south of Market Street. These areas contain the majority of Downtown residents. Several buildings in these two areas have recently been rehabilitated.

There are several other residential areas adjacent to Downtown -- Goose Hollow, Civic Stadium, Lair Hill and Northwest -- in which much of the housing is in stages of deterioration.

A major goal of the Downtown plan is to increase the supply of Downtown housing for all income groups. There are several ways new housing can be encouraged:

1. Land values can be set in urban renewal projects to encourage private investment in new housing.

2. The housing authority can develop subsidized housing for low-income groups, the elderly, and minority groups who want to live Downtown but are unable to obtain housing within their financial means. This can include both rehabilitated and new housing.
3. Private investors can develop: (a) higher-income housing that is privately financed, and (b) subsidized medium and low-income housing.
4. Development incentives can be formulated to allow higher densities for housing than for office uses.

Planning Guidelines

1. Assign responsibility for implementing housing guidelines to a city department in order to:
 - a. better coordinate efforts of city agencies that affect Downtown housing and related social services.
 - b. coordinate, and where possible, give direction to the efforts of non-profit and other private agencies where their actions affect the housing supply.
 - c. assure that Downtown residents are part of the public review process concerning public and private projects which affect them.
2. Provide a minimum of one replacement unit in the same relative rental category in Downtown or in adjacent areas for every unit removed. Phase out substandard housing as replacement housing becomes available.
3. Where either public or private relocation is necessary:
 - a. Survey affected residents and determine the kind of living environment and the areas in the city they desire to live in.
 - b. For those wishing to live in or close to Downtown, adequate replacement housing will be provided. This may be in the form of existing standard housing, rehabilitated housing or new housing.
 - c. An effort should be made to provide replacement housing of comparable size and rent in the same general area and relocation completed before any redevelopment is allowed to begin.

4. Develop incentives such as subsidies, tax relief, or increases in density to encourage rehabilitation or new housing construction Downtown.
5. Specifically encourage the development of new housing units in the following locations:
 - a. South Auditorium Urban Renewal Area. Urban renewal plans call for three areas of medium and high-income housing development: (a) the existing Portland Center Apartments with 540 units, (b) the American Plaza Condominium with 334 units under construction, and (c) 282 units planned for the area south of Lovejoy Park.
 - b. Fourth-Broadway Corridor South of Market Street. Mixed income housing is proposed for the area south of Clay Street between Fourth and Broadway. This area presently contains a private student dormitory and a few older apartment buildings which can be rehabilitated. A 150-unit high-income condominium is planned for the block bounded by Clay, Market, Fourth, and Fifth. The attributes of the area include convenient access to Portland State University, the adjacent urban renewal area, parks, and excellent bus service to the retail core.
 - c. Waterfront Area. There is opportunity for housing near the waterfront between the Morrison and Hawthorne bridges. Through urban renewal and other federally-subsidized programs, low-income and elderly housing can be provided in this area as replacement housing for the existing Lownsdale Community. Private investors can build middle and high-income housing overlooking the waterfront.
 - d. Skidmore Fountain Area. Because of the scale and character of the Skidmore Fountain area, new development must be compatible with existing historic buildings. This type of low-rise housing can probably be accomplished only as an urban renewal project, and will likely be feasible only for higher-income units. Housing can add much needed life to this historic area.
 - e. Union Station-Railyard Area. An economic feasibility study prepared for this railroad property suggests a refuse potential for mixed income housing, offices, and commercial facilities. The area is large enough, approximately 26 acres, so that housing of various types and income levels can be developed.

- f. North of Burnside. Short-range opportunities are probably limited to improvements in the supply of housing for the single men who live in the area. There is a need to provide replacement housing for this very low-income group. This population group requires special social and commercial services and facilities.

Long-range redevelopment of this entire area is suggested for mixed use, mainly retail, office, and housing.

- g. West of Tenth Avenue. This is an ideal location for Downtown housing. The area has many "soft" or vacant parcels, few incompatible uses, does not have a high density of vehicle traffic, is close to the retail core, and contains low and moderate-income housing which is in good condition or can be feasibly rehabilitated.

There is also some interest by the churches in the area in building additional housing.

- h. South Park Blocks. Additional housing can be mixed with the cultural-religious facilities along the South Park Blocks. This "fill-in" housing on "soft" parcels will give physical definition to, and benefit from, the adjoining open space.
- i. South Waterfront. The large vacant area along the waterfront between the Hawthorne and Marquam bridges provides the opportunity for housing on the waterfront adjacent to Downtown. Plans are currently being developed for this area for mixed commercial-recreational usage. The addition of housing in the area will provide a resident population which can take advantage of these commercial-recreational facilities.

INDUSTRY

Industrial uses in Downtown -- mainly wholesaling and warehousing -- are concentrated north of Burnside and west of the North Park Blocks. This industrial area provides convenient wholesale and warehouse distribution support for Downtown retail business. The district is served by rail and has good access to the freeway system.

The area's problems have to do with the obsolescence of many of the buildings, use of streets for both loading and circulation, conflicts between rail and truck loading, and lack of off-street employee parking.

There is a need for more detailed study of the economic viability of land uses in this area, possible future land use mixes, open space needs, parking needs, and environmental considerations.

Other areas in Downtown with industrial activities are along the waterfront south of the Hawthorne Bridge, in scattered locations north of Burnside east of the Park Blocks, and the railyards north of Hoyt Street.

Planning Guidelines

1. Maintain wholesale and warehouse uses north of Burnside between the North Park Blocks and the Stadium Freeway as support facilities for Downtown retail businesses.
2. Phase out and relocate scattered industrial uses north of Burnside between Front Street and the North Park Blocks.
3. Redevelop obsolete industrial areas for new mixed use development including retail, office, housing, and recreation. These areas are:
 - a. the existing railyard and warehouse area north of Hoyt Street from Union Station to the river.
 - b. the Waterfront area between the Hawthorne and Marquam bridges. Major emphasis shall be placed on providing public space.
4. Discourage the location of manufacturing and warehousing uses which do not require a Downtown location.

COMMUNITY FACILITIES

Community facilities include governmental, cultural, religious, educational and exhibition activities.

Portland State University occupies some 34 blocks in the south part of Downtown and is presently developing its campus as an urban renewal project. The University is revising its building program in light of policy changes and educational needs; however, long-range requirements for land suggest that the present boundaries be retained for planning purposes.

The City of Portland and Multnomah County have jointly developed a program to expand the existing government center to include six blocks east of the city hall and court house, incorporating Chapman Square and Lownsdale Square and the planned two-block federal building and plaza.

A concentration of public and semi-public uses is located along the South Park Blocks -- the Art Museum, the Oregon Historical Society and various churches, fraternal uses and private clubs. The park blocks are an attractive setting for these activities.

Downtown presently contains no community exhibition facility. Memorial Coliseum, across the river, is the nearest facility of this kind. A need exists Downtown for a community exhibition center for Rose Festival activities, trade fairs, public exhibitions and other festivals and gatherings.

Planning Guidelines

1. Continue the Portland State University urban renewal program as planned or as may be revised.
2. Encourage the location of support retail and service commercial uses in and around the University precinct.
3. If possible, develop student housing near the University district. This can only be determined after a reevaluation of the University's building needs.
4. Maintain existing government center facilities in the nine block area from Fifth to Second and from Jefferson to Salmon. Develop in this area additional space for city-county government facilities, and for related public agencies as warranted. Encourage the location of street-level retail uses.

5. Strengthen the existing concentration of public and semi-public uses along the South Park Blocks by developing "soft" blocks for compatible uses.
6. Develop a community exhibition facility for the Downtown area. The ideal location is adjacent to the waterfront at the head of the retail core and in close proximity to peripheral parking facilities.

ENVIRONMENT

OPEN SPACE

Open Space can be defined as any land area which is not occupied by a permanent structure. Usable open space Downtown includes public recreation areas, building plazas, and courtyards. Other open space includes the streets and sidewalks, the freeway right-of-way, the river, and surface parking lots.

Existing usable open space is limited to the North and South Park Blocks, Lownsdale and Chapman squares, Skidmore Fountain Plaza, Auditorium Forecourt, Lovejoy Fountain, and Pettygrove Park. A few buildings have usable semi-public open space at ground level. These include the Georgia-Pacific Building and Equitable Plaza.

The need for open space is dependent on the type and density of adjoining land uses. As a general rule, open space Downtown is desirable every two or three blocks (400 to 600 feet) as in the Portland Center area. Using this standard, areas presently deficient in open space include the retail core, the area west of 11th Avenue from Burnside to Market, the area north of Burnside between Broadway and the river, the industrial district north of Burnside and west of the Park Blocks, and between the South Auditorium Urban Renewal area and the river. By this standard roughly half of Downtown is deficient in usable open space.

Portland, in recent years, has turned away from the Willamette River. Closure of Harbor Drive will provide new opportunities to gain access to the river.

Planning Guidelines

1. Develop the waterfront as a major public open space and recreation facility for the entire city.
2. Acquire the block bounded by Yamhill, Broadway, Morrison, and Sixth and redevelop as a major public square. Coordinate with the redesign of the Pioneer Courthouse open space and with the transit mall system.
3. Develop the Federal Plaza park block between Jefferson, Fourth, Madison and Third as part of a coordinated redesign including Chapman and Lownsdale squares.
4. Acquire the two park blocks between Washington and Oak streets and Park and Ninth avenues and redevelop as open space.
5. Extend the North Park Blocks to Hoyt Street by acquiring the block between Flanders and Hoyt.

6. Encourage developers to create public open space within their projects at ground level.
7. Encourage attractive design of building's roof tops.
8. Require private development in the North Waterfront and South Waterfront areas to dedicate a substantial and continuous right-of-way along the river's edge for public use as part of the Willamette Greenway system.
9. Develop more detailed studies for open space requirements in remaining deficiency areas west of Tenth and north of Burnside.

AIR QUALITY

Automobiles are the major source of air pollution in Downtown Portland. They emit carbon monoxide, hydrocarbons, and oxides of nitrogen. Reactive hydrocarbons combine with nitrogen oxides in the presence of sunshine to form photochemical oxidants -- or smog. Other air pollutants Downtown include sulfur oxides and particulates caused by industrial and commercial activities outside the Downtown area.

Tests conducted Downtown over the past four years indicate a decrease in carbon monoxide levels. Nitrogen oxide levels show a marked increase. Sulfur oxides are also on an upward trend, due to increased use of sulfur bearing fuel oil. Neither nitrogen oxide nor sulfur oxide levels at present exceed air quality standards.

Present and future federal, state, and local air pollution control programs are expected to result in a downward trend in all major contaminants by 1973.

By 1977, the major air contaminants are expected to meet existing air quality standards except for carbon monoxide levels in a few Downtown areas. Present estimates indicate that compliance with carbon monoxide standards will occur by 1983. Substantial improvements in visibility should also be evidenced by 1975.

Planning Guidelines

1. Improve traffic circulation and parking in order to reduce air pollution.
2. Encourage increased use of mass transit.

Note: The City Council, on October 12, 1972 adopted Resolution 31146, A Transportation Control Strategy to Improve Air Quality in Downtown Portland. This program identified measures to be undertaken to meet the requirements of the Federal Clean Air Act and therefore represents an addendum to the Guideline Plan.

The control strategy is designed to assist in implementing various Guidelines contained in this report.

All sections of the City's clean air plan shall apply except those sections marked in asterisks in Subsections B & C.

TRAFFIC FREE AREAS

Automobile traffic is noisy, smelly, and dangerous.

The plan identifies some Downtown districts as "traffic free." In some cases, this is an objective that can only be approached. Access will always be required for service and emergency vehicles even where it is possible to exclude other traffic.

In general these "traffic free" areas coincide with major use concentrations--the retail core, the university district--or they have some unifying feature such as the Park Blocks. Eliminating or reducing traffic will achieve important environmental objectives.

For the most part the traffic circulation plan provides for major traffic movements between or adjacent to districts. In the case of the Downtown Waterfront, an objective of the plan is to eliminate traffic barriers between the river and the adjoining districts.

In districts where traffic remains heavy, pedestrian circulation can be improved by providing second-level connections across streets.

Planning Guidelines

Minimize vehicular traffic within all downtown areas and emphasize particularly the limitation or restriction of auto traffic in the following districts.

1. Retail Core
2. Waterfront Retail/Exhibition Center
3. Downtown Waterfront
4. Skidmore Fountain/Old Town
5. West of Waterfront
6. Government Center
7. Portland Center
8. South Waterfront
9. Portland State University
10. South Park Blocks
11. Residential neighborhoods west of 10th
12. North Park Blocks
13. Union Station/Railyards

VISUAL IMAGE

The Plan is concerned with the image of Downtown Portland -- the way people perceive the city. Sight, smell, and sound all contribute to the way we "see" and think about Downtown. The Plan builds on existing "imageable" qualities and promotes "imageability" in districts and locations where the image is weak.

Downtown Portland is highly imageable from a distance because of its unique geographical location between the Willamette River and the West Hills. These two strong "edges" have helped to contain development within definite limits, unlike many other downtown areas. Construction of the surrounding freeway loop has reinforced these edges and has opened up spectacular views of Downtown from the East Bank Freeway.

Within Downtown, imageability is less apparent or non-existent, with several notable exceptions. These include the South Park Blocks, the Broadway entertainment strip at night, Portland State University, and Portland Center. Districts such as Skidmore Fountain/Old Town, the Retail Core, and the Waterfront have unique features which can be emphasized to make these areas more imageable. Other districts such as the Fourth-Broadway corridor south of Market and the North of Burnside area lack imageability.

Impressions of Downtown in the minds of many people can also be negative. This is true of the Skid Road area and of traffic congestion in the Retail Core.

A goal of the plan is to strengthen and reinforce imageability within existing districts and to create imageability where none exists. To accomplish this is largely a matter of the detailed planning and design of each district. As a guideline for future detailed district planning, imageable elements in Downtown which can contribute toward this goal are noted.

Vistas, Views, and Gateways

The location of Downtown Portland in relation to its surroundings creates significant vistas. One of these is the view of Mt. Hood from the Rose Gardens and Japanese Gardens in Washington Park, with Downtown in the foreground. The vista of Mt. Hood from Vista Bridge is another traditional view. Other vistas across Downtown include the view of Mt. St. Helens from Terwilliger Boulevard.

In many cases, tall buildings can help to "frame" these vistas. In other cases, tall buildings can adversely affect these vistas or obstruct them altogether. Protecting these vistas is a responsibility of the city.

Vista corridors have been identified across the Downtown area. An east-west vista corridor runs generally between the Georiga-Pacific Building and the new First National Bank tower. The north-south vista corridor includes most of the area between Third Avenue and the river.

Views of Downtown from the West Hills and the East Bank Freeway need to give a coherent and strong visual image. This can best be accomplished by concentrating high-density development in identifiable clusters which impart a sense of legibility and orientation.

Gateways into Downtown -- mainly the bridge approaches from the East Side and approaches from the Salem and Sunset freeways -- are important visual elements. They are the "first impressions" one receives when approaching Downtown and should give a coherent impression and a sense of orientation. Some gateways into Downtown create the opposite impression. A person arriving by way of the Morrison Bridge, for example, is greeted by a disarray of parking lots, deteriorating buildings, and billboards.

Each gateway is unique and requires its own solution. The Morrison Bridge approach, if carefully planned and designed, can create a sense of arrival and orientation.

Gateways identified in the plan for detailed design consideration are:

- | | |
|-----------------------------|-------------------------------|
| 1. Broadway Bridge Approach | 5. Relocated Hawthorne Bridge |
| 2. Steel Bridge Entry | Entry |
| 3. Burnside Bridge Entry | 6. Salem Freeway Entry |
| 4. Morrison Bridge Entry | 7. Sunset Freeway Entry |

Imageable Districts

Districts are imageable because they contain unifying elements or features which have a strong visual impact. The intent of the plan is to reinforce existing imageable districts and to create new imageable districts. The plan divides Downtown into 21 planning districts, each of which will have a certain amount of imageability. Those districts which will have a strong or unique visual image are listed below:

1. Skidmore Fountain/Old Town
2. Downtown Waterfront
3. Portland State University
4. South Park Blocks
5. North Park Blocks
6. Retail Core
7. Northwest Industrial
8. Hotel/Entertainment

Historic and Architectural Merit

Buildings of historic and architectural merit -- significant groupings and individual structures -- are a valued heritage that add to the quality of Downtown Portland. Density and design standards for new buildings need to respect the setting and character of historic and architecturally significant buildings.

Isolated structures can add interest and act as focal points within districts. Significant groupings of these unique buildings can help to create district imageability.

Major Activity Nodes

Major centers of activity help to create district imageability within Downtown. Activity nodes act as focal points for the districts in which they are located. The significance of an activity node varies according to the district in which it is located. For example, the First National Bank is a major node within the high density office corridor, while the Safeway Store is a major node within the housing area west of Tenth Avenue.

In addition to the many existing activity nodes in Downtown, the plan identified additional nodes to reinforce or create district imageability.

<u>Activity Node</u>	<u>District</u>	<u>District No.</u>
First National Bank	Office	(1)
U.S. National Bank	Office	(1)
Meier & Frank Department Store	Retail	(2)
Lipman's Department Store	Retail	(2)
Rhodes Department Store	Retail	(2)
Central Downtown Plaza	Office/Retail	(1), (2)
Waterfront Exhibition Center	Retail/Waterfront	(3)
Waterfront Recreation	Waterfront	(4)
Ankeny Street Specialty Retail	Skidmore Fountain/ Old Town	(5)
Import Plaza	Skidmore Fountain/ Old Town	(5)
Auditorium & Forecourt Fountain	Auditorium Renewal.	(8)
Lovejoy Fountain/Shopping Center	Portland Center	(9)
South Waterfront Commercial- Recreation	South Waterfront	(10)
University-oriented shops	Fourth-Broadway Corridor	(11)
PSU Student Center	Portland State University	(12)

<u>Activity Node</u>	<u>District</u>	<u>District No.</u>
Art Museum/Historical Society	South Park Blocks	(13)
Safeway Shopping Center	West of Tenth	(14)
Broadway Entertainment	Hotel/Entertainment	(16)
Oriental Restaurants	North of Burnside	(19)
Central Bus Terminal	North of Burnside	(19)
Union Station/Hoyt Hotel	Union Station/Railroad	(20)
Central Post Office	Railyard/Post Office	(21)

Pedestrian Lighting

Existing pedestrian lighting systems help to identify several existing districts -- Portland Center, Portland State University, the North and South Park Blocks and Old Town/Skidmore Fountain. The ornamental lighting in the Retail Core and Office District has recently been extended into the Auditorium renewal area.

Pedestrian lighting systems can reinforce a particular pedestrianway or imageable district.

Landscaping

Trees and other landscaping elements add color and relief to the hard surfaces in Downtown. A certain type of tree or landscaping helps to impart a pleasant visual image to a street or district. Also, certain kinds of trees and landscaping grow easily in a Downtown environment while others do not.

A landscaping and street tree planting program needs to be developed for Downtown with emphasis on visual continuity along streets and walks and variety between districts.

Signs & Graphics

Signs are significant visual elements that are already controlled in varying degrees by the city. In addition to the continuing restrictions dealing with business signs and billboards, a public sign system employing strong graphic symbols can help to make Downtown more understandable and add a unifying element to the visual image.

Street Furnishings

Street furnishings help create the environment within each district. These furnishings include sidewalk coverings, pavement surfaces, benches, drinking fountains, telephone booths, mail

boxes, fire alarm boxes, fire hydrants, news racks, vending kiosks, and bus shelters.

All of these features can add to, or detract from, the visual image of Downtown. A coordinated design of street furnishings is needed Downtown. Special consideration must be given with each imageable district to enhance its unique character.

Street Design

In the future, many streets which are at present used for vehicular and pedestrian circulation and curb parking will be used in other ways. Types of streets which are identified in the plan include the following:

1. Vehicular streets
2. Transit streets
3. Local service and access streets
4. Pedestrian and bicycle streets

Each type of street requires special design consideration relating to the kinds of traffic it will carry, appropriate street furnishings, and for its scale relationship to adjacent buildings.

Planning Guidelines

1. Make use of the visual image elements identified above in the detailed design of each planning district.
2. Make use of the visual image elements identified above in a design review procedure for all new development.
3. Designate additional buildings and groups of buildings of historic and architectural merit to be preserved.
4. Develop a coordinated design of street furniture elements for all of Downtown, but with special consideration for imageable districts.
5. Develop and adopt sign and graphic standards for Downtown.
6. Develop a street tree planting program for Downtown.
7. Develop a street lighting design pattern for Downtown.
8. Develop street designs for each type of street identified in the plan.
9. Develop a coordinated design for all skyway systems.

CIRCULATION

PEDESTRIAN CIRCULATION

The plan returns more of Downtown Portland to the man on foot. Strong pedestrian linkages are developed between major activity areas. Some Downtown districts are planned as "traffic-free" areas, largely given over to the pedestrian.

Pedestrian circulation can be improved by limiting or excluding vehicle traffic on selected streets, widening sidewalks, and providing related amenities -- covered walkways, plantings, and other furnishings. In some cases malls or walks can be developed on the pattern of those in Portland Center. In other cases streets with limited vehicle access can be permitted.

An upper level pedestrian system is practical where building complexes occupy more than a single block or where pedestrian traffic is heavy. A system of enclosed pedestrian "skyways" in the retail core can connect major retail destinations with parking.

Access into Downtown by foot is minimal, especially across the bridges from the east side and across the freeway from the west.

Bicycles will be accommodated on separate bike paths along the major pedestrianways.

Planning Guidelines

1. Develop major pedestrianways in the following locations:

North-South Pedestrianways

- a. Along the waterfront connecting the South Waterfront, Central Waterfront and North Waterfront districts.
- b. Second Avenue connecting Portland Center, Government Center, and Skidmore Fountain/Old Town.
- c. Along the north-south transit malls on Fifth and Sixth Avenues.

- d. Along the Park Blocks from Portland State University to the Retail Core and north to Union Station.
- e. Twelfth Avenue from Portland State University to housing areas west of Tenth Avenue.

East-West Pedestrianways

- a. Connecting the pedestrian systems in the Portland State University district, Portland Center, and the waterfront.
 - b. Main and Madison Streets connecting the waterfront, Government Center, South Park Blocks, and Lincoln High School.
 - c. East-west malls along Morrison and Alder Streets from the waterfront through the Retail Core to housing and office areas west of Tenth Avenue.
 - d. Ankeny Street through the Skidmore Fountain historic area from the Park Blocks to the Waterfront.
 - e. Flanders Street from the Northwest Residential District to the Waterfront.
2. Explore privately or publicly developed upper-level "skyways" in the following locations:
- a. Between Fifth and Sixth north-south from Meier and Frank through the U.S. National Bank Building to possible parking facilities.
 - b. Between Alder and Morrison east-west from possible peripheral parking facilities to the center of the Retail Core. Extend this skyway to the waterfront.
 - c. In the Government Center and Auditorium Renewal areas connecting buildings over major streets and to the Waterfront.
 - d. Connecting convention hotels together in the Hotel/Entertainment District.
 - e. In the Portland State University area connecting educational buildings and parking facilities.

VEHICLE CIRCULATION

The traffic system developed for Downtown is in large measure a response to land use and environmental objectives.

Significant changes are made in the use of existing street right-of-way and in the manner that vehicles and pedestrians circulate within Downtown. Little new right-of-way acquisition is required.

In certain districts, vehicle traffic is reduced in favor of pedestrian movement. These goals have already been realized in Portland Center and in the Portland State University area. Other "traffic free" areas are the Retail Core, Government Center, the Waterfront, Skidmore Fountain/Old Town, and residential areas west of Tenth Avenue. Through traffic is routed around, rather than through, these areas and parking is located for the most part on the periphery.

Through traffic is routed around rather than through Downtown. Improvements will be made on the surrounding freeway loop for through traffic to bypass the Downtown area.

A major improvement is the closure of Harbor Drive. A two-way Front Avenue will be used as an interim facility and a distributor into Downtown until such time as mass transit and other improvements reduce the need for a major traffic route along the Waterfront. An objective of the Downtown Plan is to avoid a traffic barrier between Downtown and the river.

Burnside is improved as a two-way boulevard. The remaining major streets are organized as couplets.

Major north-south traffic couplets are:

1. Front-First from Market to Salmon, then First-Third from Salmon to Oak, and two-way Front from Oak to the Steel Bridge. An alternative is to maintain Front Avenue.
2. Fourth-Broadway except through the Retail Core.
3. Tenth-Eleventh
4. Thirteenth-Fourteenth

Major east-west traffic couplets are:

1. Everett-Glisan
2. Stark-Oak
3. Salmon-Taylor
4. Jefferson-Columbia
4. Clay-Market

Other streets in Downtown are designed to carry lighter traffic volumes and will be designed as local access streets. The "guideline plan" provides for the eventual closure of some streets to vehicle traffic as improved circulation patterns and mass transit facilities are developed.

Planning Guidelines

1. Develop a hierarchy of streets - major, secondary, local - for Downtown.
2. Make improvements on the Stadium and Eastbank freeways to carry through traffic around Downtown.
3. Close Harbor Drive and make interim improvements to Front Avenue.
4. Examine potential of redesigning sections of Front Avenue to provide "traffic-free" pedestrian access to the waterfront.
5. Implement a system of major traffic couplets.
6. Examine the possibility of developing Burnside as a landscaped boulevard.

MASS TRANSIT

The plan routes north-south transit on Fifth and Sixth avenues and east-west on Morrison and/or Alder. These streets will be developed as "transit malls" with exclusive bus lanes and widened, landscaped sidewalks. Private vehicle traffic on these transit malls will eventually be eliminated in the Retail Core and Central Office District and partially restricted beyond as the level of bus service is further improved.

Additional Downtown shuttle service will be provided along the north-south and east-west transit malls connecting to peripheral long-term parking facilities.

Twelfth Avenue is indicated in the "guideline plan" as a combined two-way transit mall with widened sidewalks and provision for local vehicle traffic and loading. Busses using Jefferson-Columbia and the Sunset Freeway will provide service to residential and office areas along Twelfth Avenue and to Portland State University.

Planning Guidelines

1. Proceed with the detailed designs for the Fifth-Sixth and Alder and/or Morrison transit mall systems.
2. Provide additional Downtown shuttle service.
3. Develop Twelfth Avenue as a combined two-way transit mall with widened sidewalks and provision for local traffic and loading.

PARKING

Much of the existing parking Downtown is disorganized and inconvenient. The Plan reorganizes parking by providing an understandable system which relates to selected access points and traffic streets and distinguishes between short-term (shopper) parking and long-term (employee) parking.

Parking Guidelines will be developed after full review of the traffic consultant's report "Downtown Portland Parking Plan." The review process will involve the public through the Downtown Plan Citizen Advisory Committee, Downtown Committee, City and the City Council.

SERVICE AND LOADING

Provisions for service and loading will be made throughout Downtown. Generally, service and loading will be restricted to off-peak periods. Major service and loading -- refuse pick-up and large van loading -- will be encouraged during late evening and early morning hours except in the industrial district. Smaller vehicles will be permitted to provide occasional service to individual stores and buildings throughout the day.

Planning Guidelines

1. Permit service and loading on local streets within each district.
2. Restrict major service and loading on transit malls to off-peak hours.
3. Prohibit service and loading on major traffic streets except during late night and early morning hours.
4. Permit service and loading on pedestrian malls during off-peak pedestrian usage.
5. Design pull-out areas along secondary and local streets and along transit malls for taxis, "pick-up", and loading.
6. Encourage underground service and loading in new development.

INTERCITY BUS TERMINAL

Downtown has two intercity bus terminals. Both are located in the core area in older buildings which are small and out-dated. Because of their location and size, freight and maintenance operations are separated from the terminals.

The buses operate primarily along the north-south freeway system through Portland. They use city streets for access to the terminals, which are located in an area of heavy traffic congestion.

A large number of intercity bus passengers use the Tri-Met system. Roughly half of the intercity bus passengers are passing through and have no direct concern with Downtown.

Twenty to twenty-five percent of all airline passengers begin or end their trips Downtown. A more convenient bus connection is needed to the airport. The present system has many stops and takes too long.

A new location for an intercity bus terminal should:

1. have good access to the freeway system,
2. be located outside the highly congested core area,
3. be located on the Fifth-Sixth transit mall,
4. provide a terminal location for Downtown airport bus service, and
5. provide adequate parking.

The location that best meets these criteria is north of Burnside, with access to the 5th-6th transit malls, and to the Stadium Freeway on the west and the Steel Bridge on the east.

Planning Guidelines

Relocate Downtown bus terminals in a single facility as indicated above.

BUILDING DENSITY

Density (building height and bulk) is a major determinant affecting the way Downtown Portland looks and functions. The higher the building density, the greater the demand on the streets that serve the property and the demand for public services, including transit, utilities, and police and fire protection. Organizing Downtown by density allows the city to plan for these demands and to provide better service at less cost to Downtown properties.

The higher the density of a particular building, the greater the impact on surrounding properties. The higher the building the more activity generated in the immediate area. High buildings can have both a positive and a negative effect on the properties around them. The higher the building, the greater its visual impact. Tall buildings can have a positive impact on the image of the city when they are well designed and well placed. They can also be overwhelming, and they can block important views and vistas.

Investors are more likely to find Downtown Portland an attractive location if they have some assurance about how neighboring properties are going to be developed. The public has a stake in how Downtown looks as well as how Downtown functions.

Building density can be regulated by a floor area to site area limitation. A specific limitation of building height may be added where necessary.

Building density is regulated in order to achieve certain environmental and developmental goals. In Downtown Portland these include:

1. reduce air pollution
2. preserve amenities such as views and vistas
3. attain compact areas of related uses
4. encourage concentrations of people near service and access
5. give direction and incentives to future projects
6. reinforce specific development such as the Government Center
7. preserve historic areas, neighborhoods and areas of aesthetic value
8. assure areas for low-density uses
9. consider daylight, shadow, weather protection in building development

Planning Guidelines

1. Permit tallest buildings in a corridor extending generally from Market to Burnside between Fourth and Broadway. Encourage uses with the greatest densities of people in this corridor. Support this corridor with improved mass transit service.

2. Permit medium density development adjacent to the higher density corridor and at selected access points leading into Downtown.
3. Protect against the impact of height in locations where tall buildings will be disruptive of existing environmental values-- in the Skidmore Fountain/Old Town district, along the park blocks, in perimeter blocks around the Forecourt Fountain, west of Tenth, and along portions of the Waterfront.
4. Consider granting incentives--permitting maximum densities or other economic benefits--in order to implement planning objectives: such as more downtown housing, preservation of historic buildings, provision of greater setbacks, squares and plazas, arcades or covered walks, additions to the skyway system, and useable rooftop open space.
5. Develop more detailed density guidelines as a basis for administering land use regulations. Specifically, develop guidelines relating to the protection of skylines, views and vistas, and to the impact of proposed development on surrounding properties, on the street and open space system, and on the demand for public services.

Because existing zoning code, building density regulations and interpretations are inconsistent with this guideline plan, interim floor area and height regulations should be adopted now to provide guidance for contemplated Downtown improvements. These measures will remain in effect until adoption of final land use and building density regulations.

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