

Beginning south of Burnside and moving north on 1st Avenue

we see the following nine buildings.



1. 1st & Madison
bad condition
residential





2. & 3.

1st & Main

bad condition

retail commerce

architectural merit





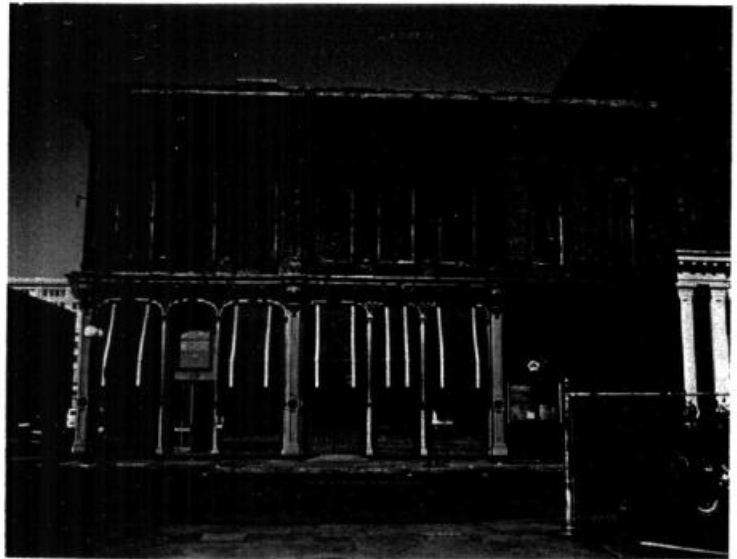
4. 1st & Main
bad condition
retail commerce

5. 1st & Taylor
rehabilitated
community service
architectural merit

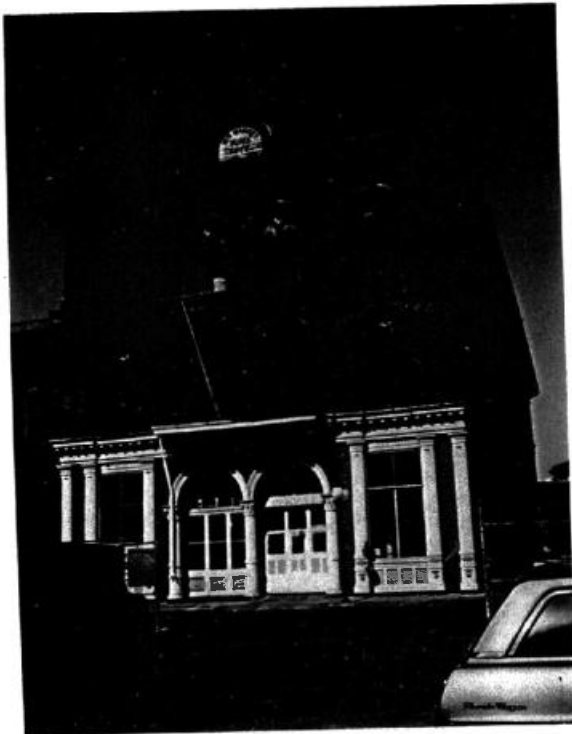


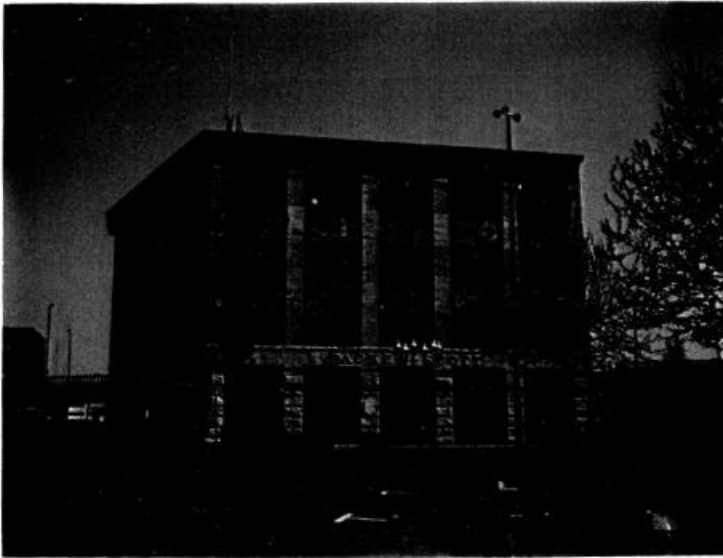
6. 1st & Yamhill
bad condition
retail commerce
historical landmark

7. pictures 7 & 8
(same building)
1st & Ash
bad condition
general office
historical landmark



8. 1st & Ash
bad condition
not listed
historical landmark





9. 1st & Ankeny
bad condition
manufacturing/wholesaling
historical landmark

Moving north on 2nd Avenue south of Burnside we see these six buildings



1. 2nd & Madison
bad condition
residential

2. 2nd & Main
bad condition
general office



3. 2nd & Yamhill
bad condition
retail commercial



4. 2nd & Yamhill
bad condition
residential
historical landmark

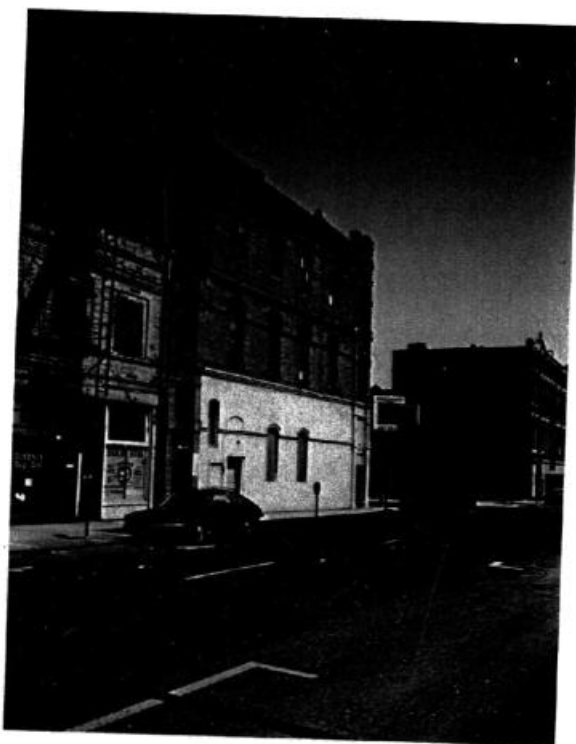


5. 2nd & Washington
bad condition
vacant retail commercial
historical landmark

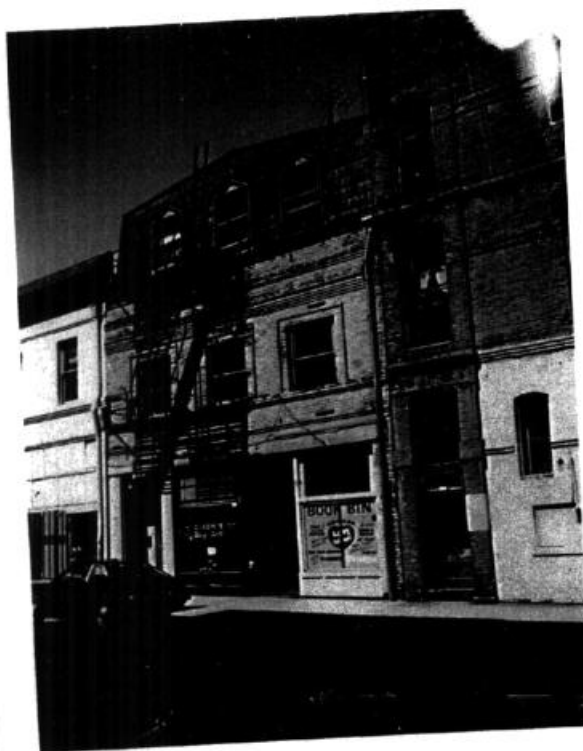


6. 2nd & Stark
bad condition
general office
architectural merit

These next three buildings are on one side of the block between 3rd and 4th on Taylor.



1. bad condition
retail commerce
architectural merit



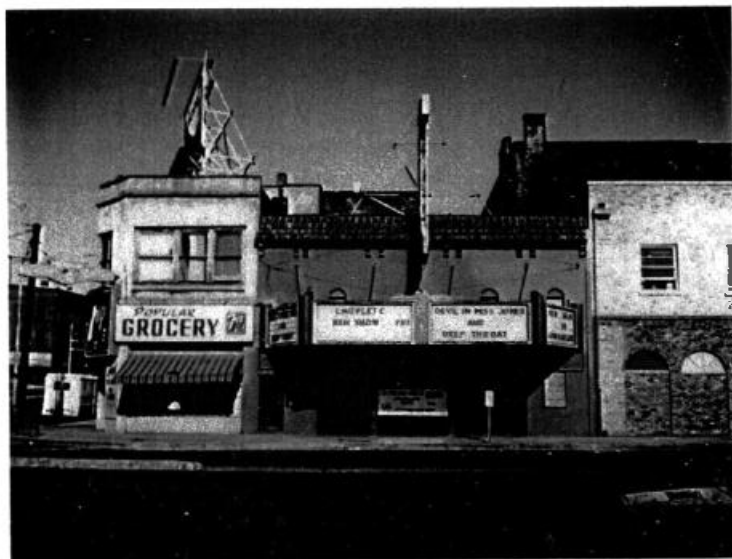
2. bad condition
retail commerce
(such business !)



3. bad condition
retail commerce

On this and the following page are pictures of 'Skid Row'.

1. 3rd & Burnside
bad condition
general office

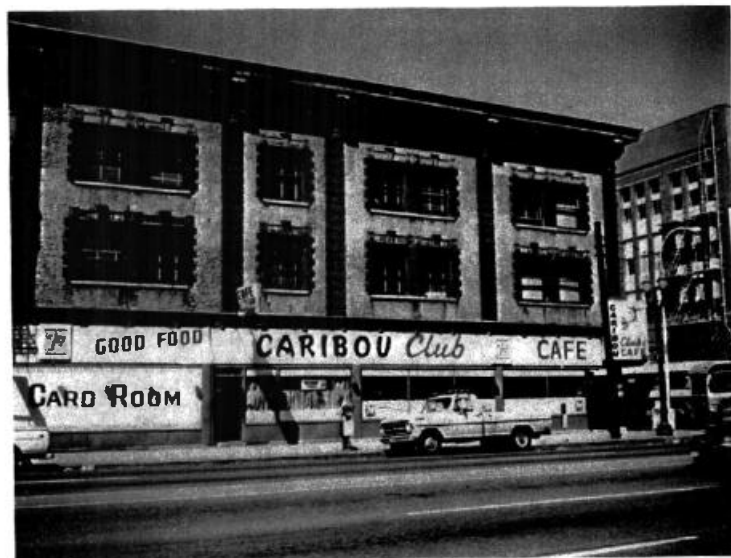


2. 3rd & Burnside
grocery poor condition
theater bad condition



3. 4th & Burnside
poor condition
general commerce

4. 5th & Burnside
bad condition
residential

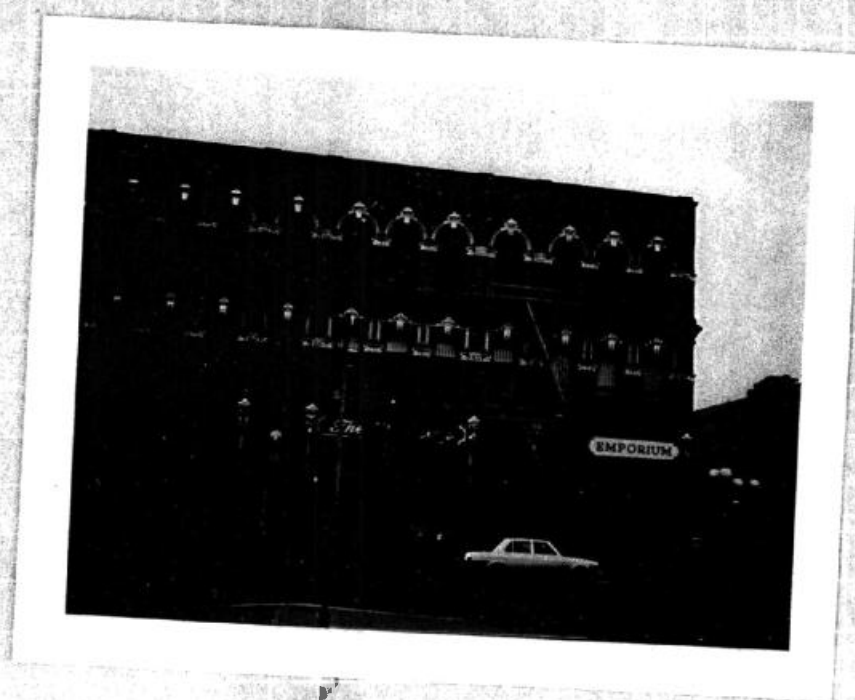


North of Burnside we see these two buildings at the intersection
of 2nd & Davis.

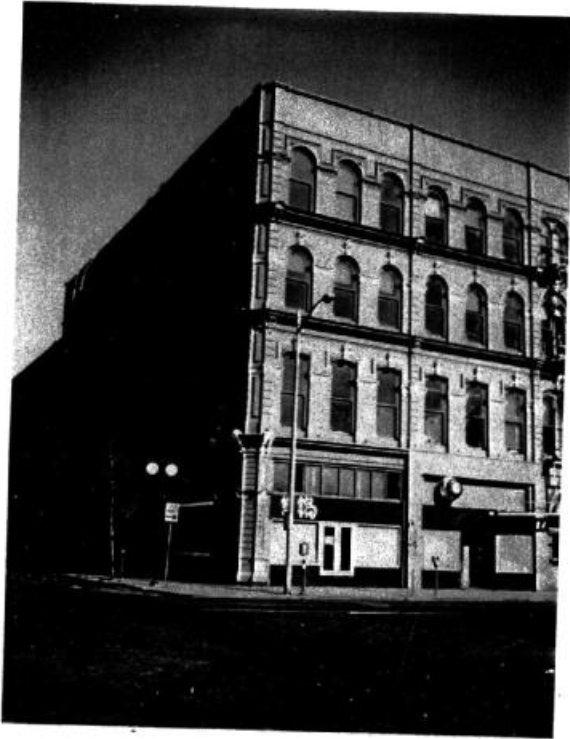


1. bad condition
residential

2. rehabilitated
retail commercial



North of Burnside on 3rd Avenue are the following three structures.



1. 3rd & Davis
bad condition
retail commercial
architectural merit

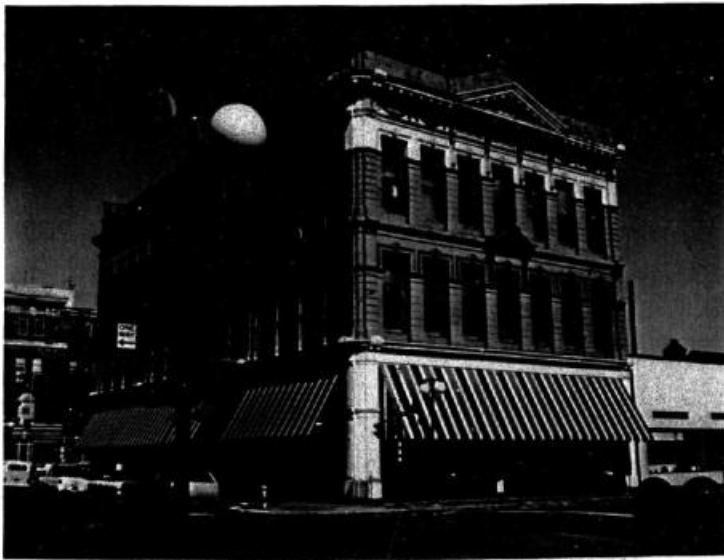


2. 3rd & Davis
bad condition
retail commercial
architectural merit



3. 3rd & Flanders
condition not listed
transportation/communication/utility

On the corner of 5th & Couch stands this rehabilitated building formerly considered of poor condition. According to the land use map of '73 it is a general office stricture.



North of Burnside, moving north on 6th Avenue we find these three buildings.



1. Broadway & Everett
poor condition
retail commercial

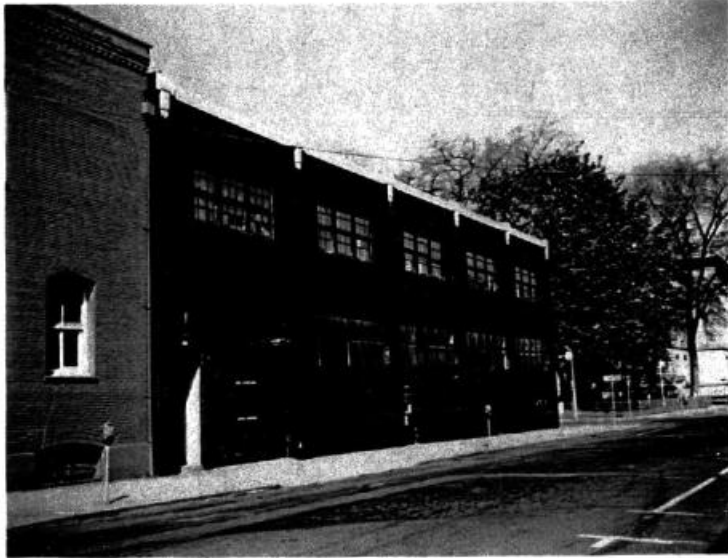


2. 6th & Everett
bad condition
residential



3. 6th & Hoyt
poor condition
transportation/ communication/ utility

The last four photographs were taken in the area of 9th Avenue.

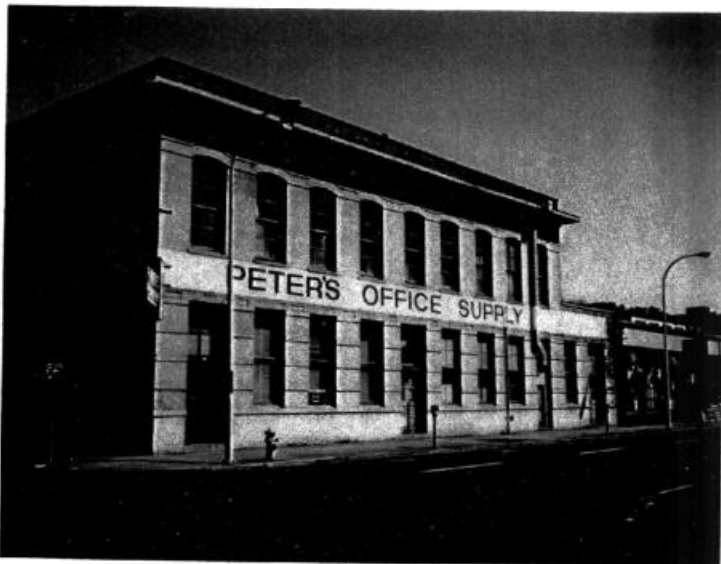
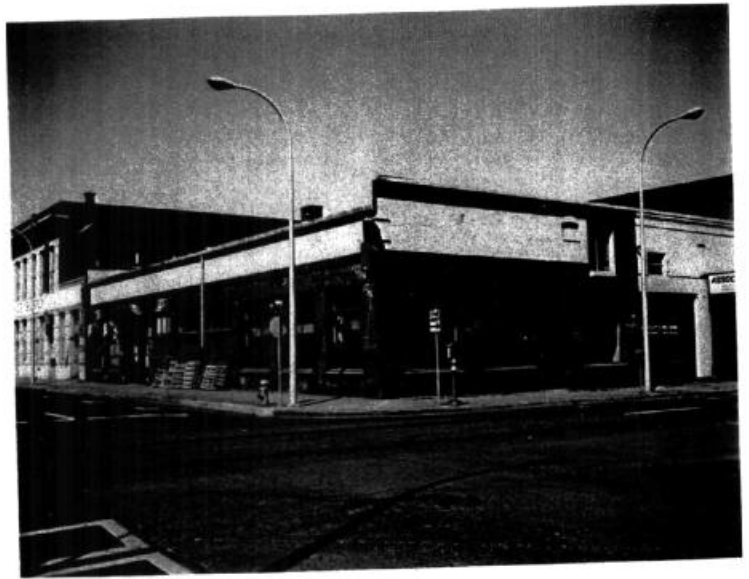


1. Park & Davis
poor condition
retail commercial

2. 9th & Couch
poor condition
parking- according
to the land use map



3. 9th & Everett
bad condition
retail commercial



4. 9th & Flanders
bad condition
retail commercial

PORTLAND'S DOWNTOWN WATERFRONT AREA NEEDS RENEWAL :

Photo Essay

On April 23, 1974, the Portland City Council adopted a renewal plan presented by the Portland Development Commission. The area declared eligible for renewal under Oregon State Law is Portland's Downtown Waterfront Area which stretches from the west bank of the Willamette River westward to Southwest Fifth Avenue south of Southwest Oak Street and from the west bank of the Willamette River westward to Northwest Ninth Avenue north of Southwest Oak Street. The northern boundary is the Broadway Bridge approach and Northwest Hoyt Street. The southern boundary is Southwest Jefferson Street.

Having planned a photo essay which would cover the deteriorated properties of approximately this same area, I interviewed Mr. Peter Tryon, Research Assistant for the Portland Development Commission, who participated in the preparation of the "Urban Renewal Plan for the Downtown Waterfront" dated March 11, 1974, and Revised April 16, 1974, and the "Eligibility Report and Supporting Data for the Downtown Waterfront Urban Renewal Plan" dated April 15, 1974 (now under revision). These two reports are attachments to this photo essay.

Renewal in this area is imperative on four accounts:

1. Structural - Structural need is most apparent in the photos of buildings designated 'fair', 'poor' and 'bad'. The majority of the buildings in this area were constructed in the early 1900's when Portland's waterfront was the center of commercial activity. Since then the obsolescence and the progressive decrepitness of the buildings has pushed the current business district away from the riverfront because businesses have found it more economical and efficient to move to newer buildings elsewhere rather than renovate these older structures. Now the high-rise office structures

and multiple-dwelling buildings are being crowded up against the foot of the west hills, much to the dismay of the property owners who live in the southwest hills area.

<u>Structural Condition</u>	<u>Number of Structures</u>	<u>% of Total</u>
Excellent	4	1.
Good	19	4.5
Fair	33	8.5
Poor	103	26.
<u>Bad</u>	<u>240</u>	<u>60.</u>
TOTAL	399	100.

As defined in the "Eligibility Report ..": "In terms of rehabilitation and improvement potential, structures classified as Excellent or Good are considered to require little or no rehabilitation work. Buildings in the Fair and Poor categories require rehabilitation, and buildings under the Bad category are either questionable or economically infeasible to rehabilitate." The criteria for rating these buildings Excellent through Bad come from the Portland Planning Commission's publication "Techniques For Measuring Blight". The ratings were derived using data from tax information compiled in the Office of the Multnomah County Assessor, and were scaled on a relative basis within this area.

2. Environmental - There is a relatively high degree of fire hazard in the area. Quoting statistics from the eligibility report, "During the period 1967 to 1972, 82 fires were reported in this area. This reflects a greater concentration of fires for a given area than the city or downtown as a whole."

No significant new developments have occurred in this district over the last forty years. Most of the construction has been of parking lots: now over 26% of the land not including streets and park is occupied by

The following photographs are of some structures in the waterfront area. Describing each print is its address, condition, use, and whether or not it has been determined to be of architectural merit or a historical landmark by the Historical Landmark Council.

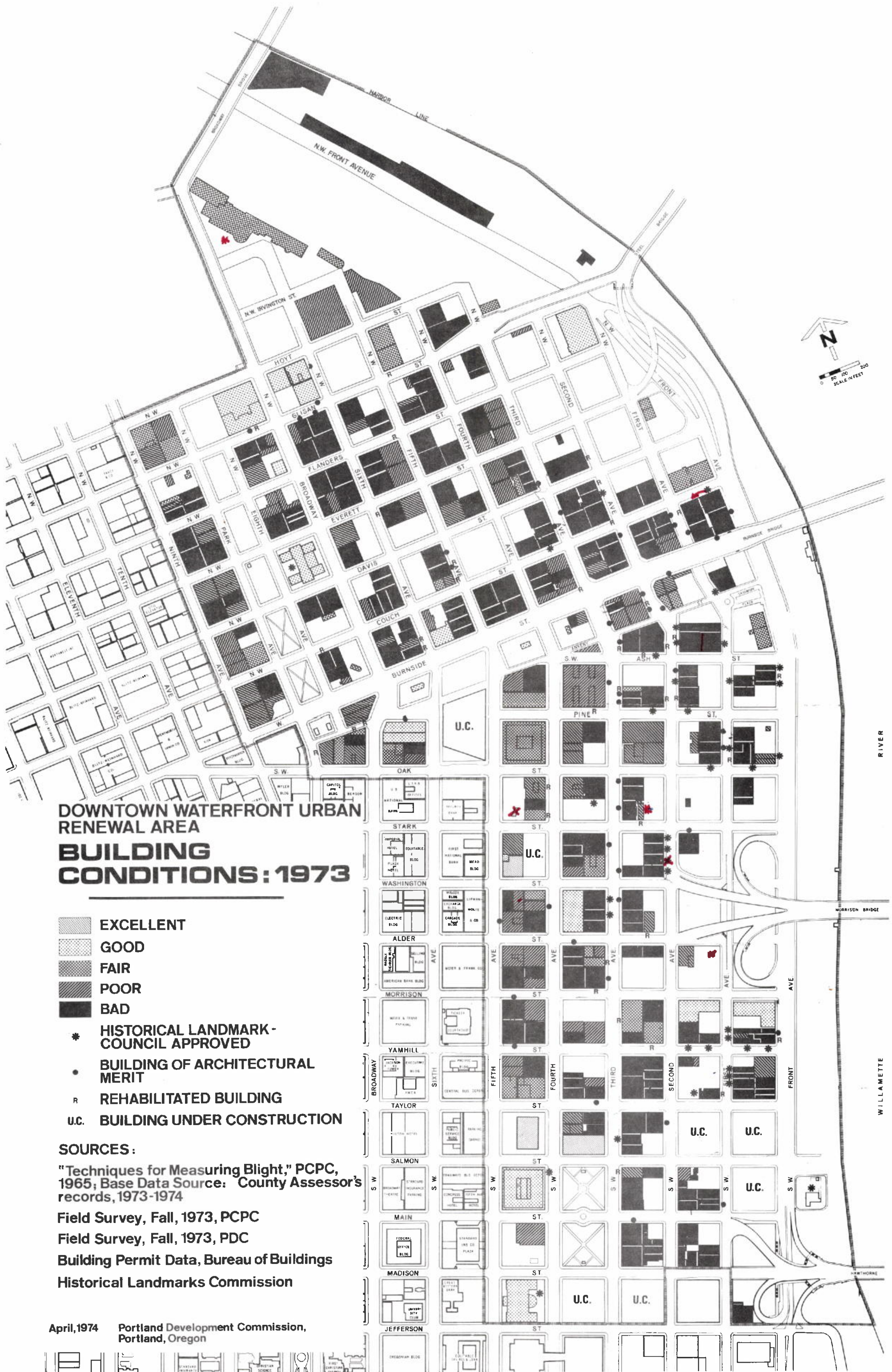
parking lots. This has led to a problem of concentrated traffic and air pollution.

3. Economic - Over the years many of these buildings have become obsolete on an economic basis, having been built for older standards of management and marketing technique. For example; obsolescence of design ; many floor spaces are either too small or too large and there is an insufficiency of staircases and elevators, not to mention physical decay.

The high cost of police, fire, health services public works, and other services also reflects the area's low economic condition. Demands from the waterfront area are higher on these agencies than from other districts of Portland.

4. Social - The transient population of the waterfront area numbering 500 - 900 people per year makes up the 'Skid Row' district, centered along W. Burnside Street between Broadway and the Burnside Bridge. The social decline is evidenced by a high crime rate in this area - police assistance has been the most expensive of services rendered. Healthwise, the proportion of alcoholics here is staggering compared with the rest of the city. Forty percent of new tuberculosis cases in Portland were from the waterfront area. Quoting the eligibility report, "The Multnomah County Hospital receives more patients proportionately from the project area than from any other area in the city: 145 patients per thousand project area residents compared to 16 patients per thousand for the entire hospital service area."

If this core area of Portland were used properly with manufacturing and industrial occupancy of adequate buildings, the tax realized therefrom would relieve the unusually high tax now placed against residential dwellings in other parts of the city. It should be obvious that when prime real estate locations are neglected the entire city suffers.



DOWNTOWN WATERFRONT URBAN RENEWAL AREA **BUILDING CONDITIONS: 1973**

- EXCELLENT
- GOOD
- FAIR
- POOR
- BAD
- HISTORICAL LANDMARK - COUNCIL APPROVED
- BUILDING OF ARCHITECTURAL MERIT
- REHABILITATED BUILDING
- BUILDING UNDER CONSTRUCTION

SOURCES:

"Techniques for Measuring Blight," PCPC, 1965; Base Data Source: County Assessor's records, 1973-1974

Field Survey, Fall, 1973, PCPC

Field Survey, Fall, 1973, PDC

Building Permit Data, Bureau of Buildings

Historical Landmarks Commission



DOWNTOWN WATERFRONT URBAN RENEWAL AREA

EXISTING LAND USE: 1973

PREDOMINANT USE (LAND and/or BUILDING):

- Residential
- Retail Commercial
- General Office
- Manufacturing/Wholesaling
- Transportation/Communication/Utility
- Community Service
- Parking
- Vacant Lot or Building
- Public Park
- Building under Construction

SOURCE:
Floor Use Survey, Summer, 1973, PCPC
April, 1974 Portland Development Commission,
Portland, Oregon

URBAN RENEWAL PLAN
FOR THE
DOWNTOWN WATERFRONT

March 11, 1974

Revised April 16, 1974

PORTLAND DEVELOPMENT COMMISSION
1700 S. W. Fourth Avenue
Portland, Oregon 97201

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LIST OF EXHIBITS

<u>TITLE</u>	<u>EXHIBIT</u>
LAND USE PLAN MAP	A
BOUNDARY DESCRIPTION	B
PLANNING GOALS AND GUIDELINES PORTLAND DOWNTOWN PLAN	C

URBAN RENEWAL PLAN
FOR THE
DOWNTOWN WATERFRONT

A. DESCRIPTION OF PROJECT AREA

1. Boundary of Urban Renewal Area:

The boundary of the Downtown Waterfront Urban Renewal Area is shown on the Land Use Plan Map, Exhibit A. The area generally lies between the Willamette River and Fifth Avenue, north of Jefferson Street to Oak; North of Oak, the western boundary extends generally to Ninth Avenue. Its northern boundaries are Hoyt Street between Ninth and Broadway, then Broadway to the River. The legal boundary description is attached as Exhibit B.

2. Goals and Objectives of the Urban Renewal Plan:

Planning Guidelines, Portland Downtown Plan, attached as Exhibit C adopted by the Portland City Council in December 1972, is the official statement of goals for the area and shall form the basis for this Urban Renewal Plan. The objectives of this Urban Renewal Plan are to:

- a. Eliminate blight and deterioration.
- b. Eliminate conditions detrimental to public health, safety and welfare.
- c. Encourage conservation and rehabilitation of property and public facilities through public and private development.
- d. Encourage redevelopment of properties not suitable for conservation and rehabilitation.
- e. Encourage land uses which will help create a well balanced physical and economic environment.

3. Proposed Renewal Activities:

Renewal activities may include: 1) Structural rehabilitation and conservation, 2) Clearance and redevelopment, and 3) Public Improvements. All activities will be undertaken in behalf of the City of Portland by the designated urban renewal agency. More specifically, these activities may include:

- a. Participation by owners and tenants in private conservation, rehabilitation and redevelopment.
- b. Property acquisition and clearance, to remove blight and/or to provide sites for development which is in conformance with the adopted General Plan.
- c. Relocation assistance to occupants and businesses in the Project Area displaced by public renewal actions.
- d. Preparation and disposition of properties acquired by the designated urban renewal agency and designated for redevelopment.
- e. Construction and/or modification of public streets and utilities, and other public improvements necessary to carry out the adopted General Plan.
- f. Enforcement of City codes and ordinances relative to land use, density, historic preservation, building construction, maintenance and occupancy, and any other applicable codes and ordinances of the City of Portland.
- g. Design review of new construction and modification or renovation of existing private and public buildings and improvements.

URBAN RENEWAL PLAN, Cont'd

B. LAND USE PLAN

1. Land Use Plan

A Land Use Plan Map is attached hereto as Exhibit A indicating land uses and circulation elements prescribed for the Project Area.

Plan features of this Urban Renewal Plan shall be in accord with the downtown general plan report Planning Guidelines/Portland Downtown Plan adopted by City Council, December 28, 1972, or as hereafter modified and amended and shall be in accordance with City codes and ordinances and official policies outlined in Section B 3 below. Additional detailed plans for land use, circulation and development density are being prepared for the Project Area and, when adopted by City Council, will be included in this plan by amendment as described in Section B 4 below.

2. Conformance with City General Plan and Relationship to Definite Local Objectives.

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 Planning Guidelines/Portland Downtown Plan 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.

URBAN RENEWAL PLAN, Cont'd

3. Land Use and Development Controls.

All applicable codes and ordinances and adopted policies of the City of Portland relating to land use and development controls as they exist, or may be modified or amended, shall be an integral part of this Urban Renewal Plan, and shall be enforced by authorized City agencies. They shall include, but not be limited to, the following:

<u>TITLE</u>	<u>LEVEL OF ADOPTION</u>
Planning Guidelines/ Portland Downtown Plan	City Council
Planning and Zoning Code	City Council
Air Quality Improvement Program	City Council
Downtown Interim Parking Policy	City Council
Transportation Control Strategy	City Council
Downtown Interim Density Regulations	Portland City Planning Commission

4. Subsequent Plans and Regulations.

Additional definitive plans and regulations shall be prepared and adopted from time to time in order to guide the implementation of specific proposals of this plan. These additional plans and regulations, which will be included in this Plan by amendment, will include, but not be limited to, land use, environment, parking and circulation, height and density, design review and historic preservation. These more definitive plans and regulations shall include at least the following development objectives and design criteria:

URBAN RENEWAL PLAN, Cont'd

- a. The relationship between land use, height, bulk, size and siting of improvements and the surrounding environment;
- b. The building land coverage, set backs, service provisions and other necessary or desirable features for each parcel within the project;
- c. A circulation system providing for proper traffic, transit, pedestrian flow and linkages between various areas within the project, community plazas and other open spaces within and adjacent to the Project and other major activity centers as now planned or proposed;
- d. Civic and environmental design requirements and features establishing the character and amenities of the Project in accordance with the objectives of the Plan.

5. Plan and Design Review.

Appropriate plan and design review procedures will be established in the project area in order to carry out the following objectives:

- a. Provide coordination with other proposed and existing improvements and activities in and adjacent to the project area.
- b. Provide coordination with other review bodies.
- c. Insure conformance to requirements established in this Urban Renewal Plan.
- d. Administer land use provisions and building requirements and design review procedures established in the Urban Renewal Plan.
- e. Provide other coordination necessary in facilitating and expediting development consistent with the objectives of the Urban Renewal Plan.

URBAN RENEWAL PLAN, Cont'd

The designated urban renewal agency shall be responsible for coordinating the review of all building and demolition permits requested in the project area and of plans for construction, improvement or alteration of public facilities by any public or private agency. Existing requirements of City codes and ordinances pertaining to plan and design review, such as Downtown Plan Review, shall continue.

6. Exceptions, Variances and Non-Conforming Uses.

Exceptions or variances which do not constitute a substantial change in the Plan or to any of the regulations prescribed in this Plan may be permitted upon showing that granting the exception or variance is consistent with the intent of the Urban Renewal Plan and the urban design concepts on which it is based, and will not adversely affect other properties within or adjacent to the project area.

C. PROJECT ACTIVITIES.

1. Rehabilitation and Conservation.

a. Intent.

The major activities proposed in the project area are the conservation and rehabilitation of existing buildings and improvements. All buildings not otherwise designated in this Plan or the 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

URBAN RENEWAL PLAN, Cont'd

b. Method.

Rehabilitation and conservation may be achieved in three ways:

- (1) Owner and tenant activity with assistance and counsel by public agencies.
- (2) Enforcement of existing City codes and ordinances.
- (3) Property acquisition by the designated urban renewal agency for rehabilitation or resale for rehabilitation.

2. Acquisition and Redevelopment:

a. Intent.

No property acquisition will be undertaken under this Plan, at this time, except with the legal consent of the property owner(s). Any future property acquisition will be made a part of this Urban Renewal Plan by amendment to this Urban Renewal Plan as prescribed in Section G of this document.

b. Method.

Proposals for property acquisition, including limited interest acquisition (less than fee), 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 structures 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, structures in mixed use, 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 thereon are 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.

(4) Where the existing property owner is either unwilling or unable to achieve the objectives of the Urban Renewal Plan.

3. Public Improvements:

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, and open space development. 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.

4. Relocation:

No public activities requiring the relocation of businesses or residents is proposed at this time in this Urban Renewal Plan. Acquisition requiring such relocation may be identified in subsequent planning and included as an amendment to this Plan. In the event that relocation is required,

a plan for relocation assistance will be prepared as an amendment to this Urban Renewal Plan. The relocation plan will provide assistance to relocatees in finding replacement facilities which are financially, locationally and otherwise suitable to their needs. It will also establish a budget and mechanism for making relocation payment which are required by law and any additional payments which are found necessary and are in the best public interest.

5. Participation by Owners and Tenants.

Preference will be extended to persons who are owners and tenants in the project area, to continue in or, relocate within the project area. This preference is conditional upon any owner or tenant otherwise meeting the requirements prescribed in this Urban Renewal Plan.

6. Property Disposition.

The designated urban renewal 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 designated urban renewal agency in the project area shall be disposed of for development for the uses permitted in the Plan at its fair reuse value for the specific uses to be permitted on the real property. Real property acquired by the designated urban renewal agency in the project may be disposed of to any other public entity by the designated urban renewal agency if such disposition is of benefit

to the project. All persons and entities obtaining property from the designated urban renewal agency shall use the property for the purposes designated in this Plan, to begin and complete development of the property within a period of time which the designated urban renewal agency fixes as reasonable, and to comply with other conditions which the designated urban renewal agency deems necessary to carry out the purposes of this Plan.

To provide adequate safeguards to ensure that the provisions of this Plan will be carried out and to prevent the recurrence of blight, all real property disposed of by the designated urban renewal 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 of the designated urban renewal 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.

7. Redeveloper's Obligations

Any redeveloper 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.

URBAN RENEWAL PLAN, Cont'd

- c. The redeveloper shall submit all plans and specifications for construction of improvements on the land to the designated urban renewal 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 begin and complete the development of such property for the uses provided in this Plan within a reasonable period of time as determined by the designated urban renewal 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 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.

D. DURATION OF PLAN CONTROLS

The provisions and requirements of this Urban Renewal Plan along with any duly approved amendments, shall be in effect for twenty (20) years from the date of approval of this Plan by the Portland City Council. The provisions and requirements, or any part of them, thereafter may be extended for additional, successive periods of ten (10) years by an agreement to such extension signed by the then owners of a majority of the land in the area, and recorded.

E. METHODS FOR FINANCING THE PROJECT.

1. General Description of the Proposed Financing Methods.

The designated urban renewal 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 designated urban renewal 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 designated urban renewal 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 designated urban renewal agency and shall be used to pay the principal and interest on any indebtedness incurred by the designated urban renewal agency to finance or refinance the project.

3. Prior Indebtedness.

Any indebtedness permitted by law and incurred by the designated urban renewal agency or the City in connection with preplanning for this Urban Renewal Plan as provided in City Council Resolution 31156 shall be repaid from tax increments from the project area when and if such funds are available.

F. 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 a citizen committee or committees to be designated and charged by the Mayor with the concurrence of the City Council.

G. 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 on-going 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.

Such amendments shall be approved in the same manner as the original Plan in accordance with requirements of State and Local law.

EXHIBIT B
BOUNDARY DESCRIPTION
DOWNTOWN WATERFRONT URBAN RENEWAL AREA

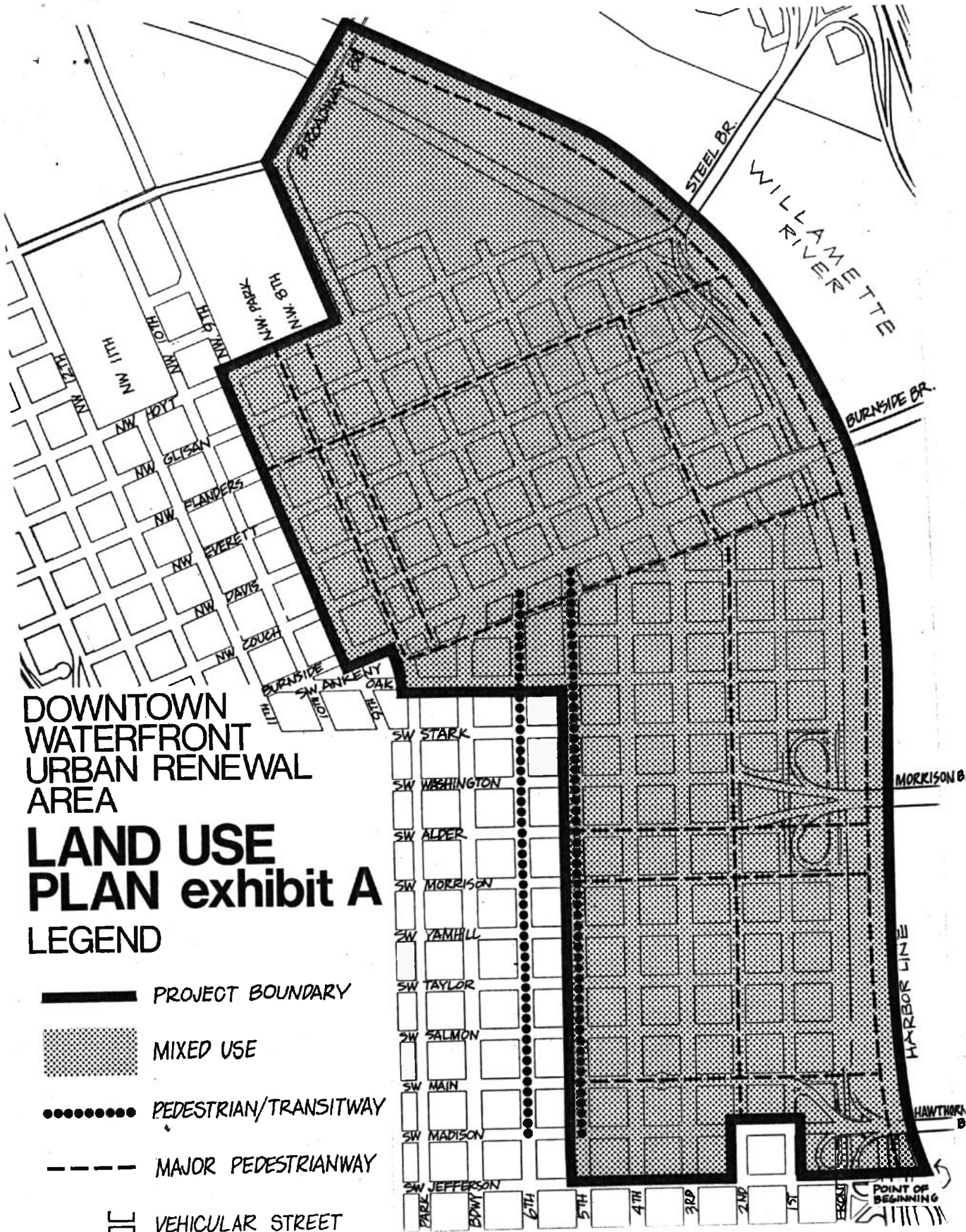
The project area is described as that land containing all lots or parcels of property situated in the City of Portland, County of Multnomah, and State of Oregon, bounded generally as follows:

Beginning at the intersection of the West Harbor Line of the Willamette River and the easterly extension of the north line of S.W. Jefferson Street; 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. 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 7388 Feet, more or less, to the easterly extension of the north line of S.W. Jefferson Street, the point of beginning.

LAND USE PLAN exhibit A

LEGEND

- VEHICULAR STREET



**TO BE
REVIEWED**

ELIGIBILITY REPORT
AND
SUPPORTING DATA
FOR THE
DOWNTOWN WATERFRONT
URBAN RENEWAL PLAN

APRIL 15, 1974

Portland Development Commission
1700 S. W. Fourth Avenue
Portland, Oregon 97201

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1. INTRODUCTION

This report establishes the eligibility of the Downtown Waterfront Urban Renewal Area for urban renewal project designation as required by Chapter 457 of the Oregon Revised Statutes. It does this through a discussion of the history of planning and related activity which has occurred in the area, listing pertinent reports, maps and other data which has been compiled and supports eligibility findings. This report also summarizes major eligibility factors related to physical, environmental, social and economic conditions. Discussed, too, is the current, continuing work of data gathering, analysis and planning which is part of the Downtown Development Work Program.

2. HISTORY OF PLANNING AND RELATED ACTIVITY

Planning for improvement and preservation of Portland's Downtown Waterfront began almost at the time of the City's formation. Plans for the area, as early as the 1921 Cheney Plan, identified the area as "blighted". Prior to the last decade, at least ten plans bearing on waterfront development were produced. These included the 1912 Greater Portland Plan, the American Institute of Architects 1929 Plan, a 1944 Plan by the City Planning Commission, and others.

The current level of planning for improvement and preservation of downtown Portland and the adjacent Willamette Riverfront has evolved through a series of activities occurring over the last decade. A chronology of significant events is listed as Exhibit A of this report. In 1965, a Government Center Plan was jointly prepared by the Portland City Planning and Development Commissions. This study covered an area between the Willamette River waterfront and Fifth Avenue and Market and Taylor Streets. Parts of this area were subsequently qualified for urban renewal treatment and included in the

South Auditorium Urban Renewal Project.

The 1967 Portland Community Renewal Program, a comprehensive city-wide program which analyzed areas' needs and qualifications for renewal treatment, identified the area between the waterfront, Fourth Street and Washington and Burnside Streets as a first priority project area for renewal. The recommended renewal treatment was commercial rehabilitation with historic preservation. In 1968 the City acquired and cleared the old Journal Building site on S. W. Harbor Drive for open space development. Concurrently, development of the freeway loop around the downtown district by the State Highway Department was in its final stages of construction. The loop was designed, among other things, to eliminate traffic along S.W. Harbor Drive.

In view of this projected traffic reduction, a Task Force was appointed in 1968 by the Governor of Oregon to study the entire downtown riverfront between the Steel and Marquam Bridges, and develop objectives for the improvement and reclamation of riverfront areas for public use. The Downtown Waterfront Plan of the City Planning Commission was the result of this.

Subsequently, consultants were hired to do detailed planning investigations of the area between the Hawthorne and Steel Bridges and the Waterfront and Fourth Avenue. The 1972 Phase One Report of the Waterfront Study -- Downtown Portland recommended that the City Council request the Portland Development Commission to undertake a feasibility study for urban renewal designation of the area and that renewal be considered using tax increment financing. The Willamette Waterfront - South of Downtown Portland report was prepared by the Planning Commission and published in February, 1969 to stimulate interest in reclaiming properties along the southern portion of the downtown Willamette Riverfront for public use.

In mid 1969 and early 1970, concerns for reclamation of the riverfront for public use gave rise to concerns for the well-being of the entire downtown district. These concerns were shared by planners, businessmen, citizens, and officials in the City in view of adverse conditions that had developed in downtown over a period of years. Traffic and parking had become a serious problem; most industrial uses along the downtown riverfront were unsightly and no longer relied on the Willamette River for transportation; many old buildings in the old downtown commercial center were under-utilized and deteriorating; suburban shopping centers attracted shoppers away from downtown shops; and there was little in the downtown district to attract people at night.

Consequently, the City Council recognized the need for coordination and for undertaking comprehensive planning for the entire downtown district and adjacent Willamette Riverfront to combat blighting influences. In the fall of 1970, City Council directed the Planning Commission to prepare a Downtown Plan with assistance from consultants and a Citizens Advisory Committee appointed by the Mayor. After 2 years of planning and review, the Planning Guidelines - Portland Downtown Plan, a report which contains goals and guidelines for improvement and development of downtown Portland, including the downtown riverfront, was published (Feb. 1972) by the Planning Commission.

In the summer of 1972, the Portland Development Commission was directed by City Council to analyze boundaries, feasibility and eligibility of the area for urban renewal treatment. In cooperation with the Planning Commission, Portland Development Commission determined that the entire downtown riverfront between the Broadway and Marquam Bridges, and between the waterline and generally S. W. 4th Avenue should be considered for eventual urban renewal action in the form of The Urban Renewal Feasibility Study done October 18, 1972.

In response, City Council adopted a resolution in December of 1972, directing that a program for planning and improvement activities for the Downtown Riverfront area, to be financed through tax increments, be established.

The Planning Commission was directed to prepare a general plan. The Development Commission was directed to prepare an urban renewal plan. Adjustments to this action were made by resolutions in April and May, 1973. These adjustments dealt with expanding the areas to be considered and set timing for work accomplishment.

The expansion of waterfront renewal study area resulted in its subdivision into study areas. These are illustrated by Exhibit B of this report, the Renewal Study Areas Map. The subdivisions reflected the varying nature of the waterfront, physically, socially and economically. It recognized the need for planning to address the unique characteristics of each area and arrive at renewal proposals which reflected their varying requirements.

The southern areas are industrial, with Area I being marginally developed with extensive vacant land and structures. Most facilities have become obsolete. The river no longer functions as a transportation facility for uses in the area. Operations are hampered by ineffective traffic circulation patterns and inadequate capacity to and from the area. There was no general plan for the area. Major portions are under option to a single developer with preliminary plans showing major changes in land use and intense development. These areas would involve clearance and redevelopment as major renewal activities, requiring considerable initial public investment to undertake. Thus, they would require the use of public bonding capacity to finance initial activities.

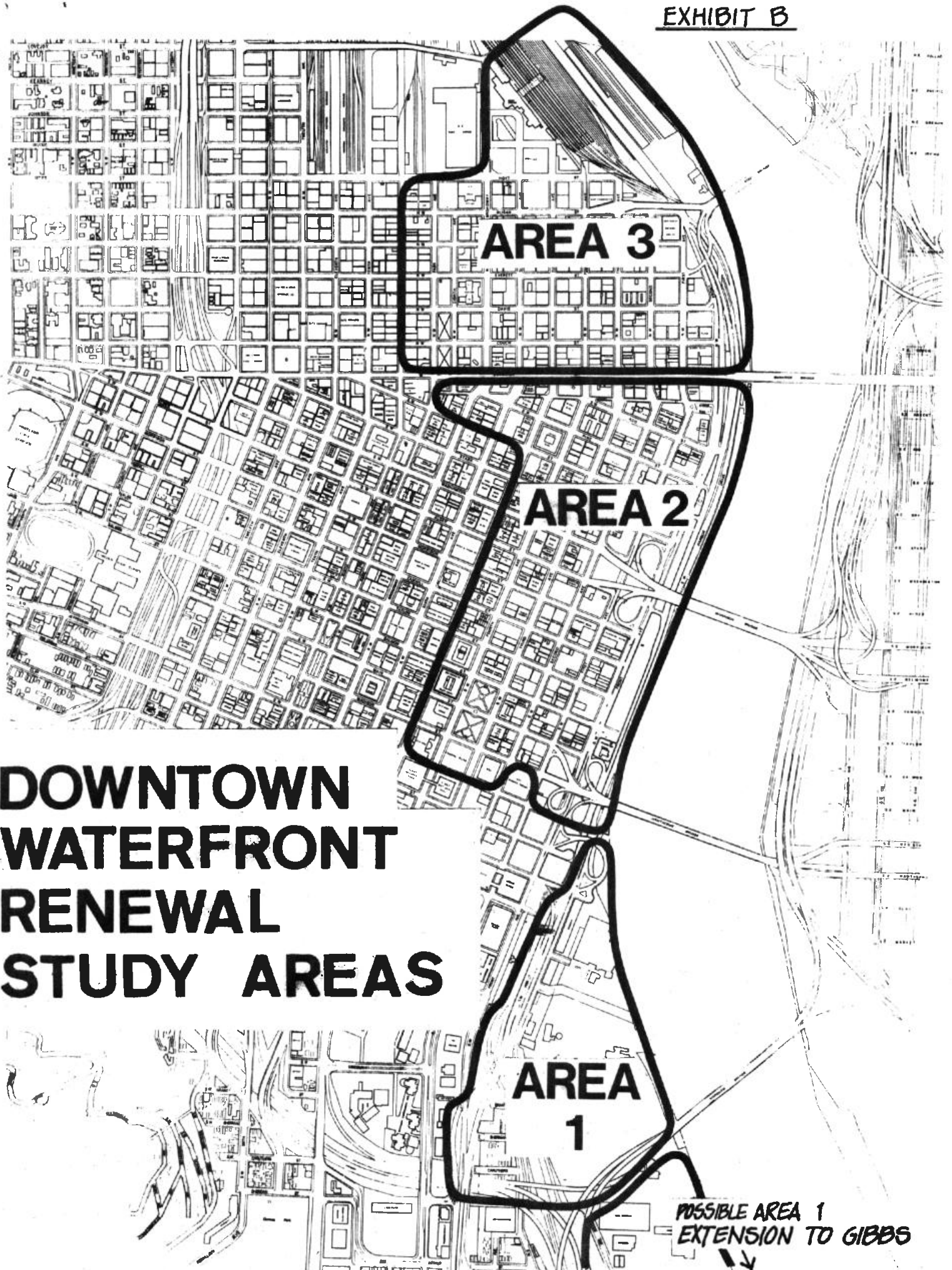
The northern areas are built up with mixed uses, conditions and diverse ownership. The Planning Guidelines/Portland Downtown Plan are the adopted general plan for the area. Rehabilitation, with spot clearance and redevelopment, and historic preservation, are the appropriate renewal activities along

10-YEAR PLANNING ACTIVITYCHRONOLOGY - DOWNTOWN WATERFRONT URBAN RENEWAL AREA

Spring 1965	Government Center Plan developed by PDC and PCPC.
1967	Portland Community Renewal Program designates portions of downtown waterfront as first priority for urban renewal activity.
1968	Acquisition and clearance of Journal Bldg. site by City of Portland for open space development.
Spring 1968	City-County Government Center Plan prepared for City/County Commissioners.
Oct. 1968	Governor appoints Task Force to study riverfront between Steel and Marquam Bridges and to develop objectives for improvement and reclamation of the area for public use.
Feb. 1969	PCPC publishes Willamette Waterfront - South of Downtown Report to stimulate interest in reclamation of riverfront properties for public use.
Fall 1970	City Council directs PCPC to undertake planning for the downtown district with assistance from consultants.
Spring 1971	Mayor appoints Citizens Advisory Committee (CAC) to assist in planning for the downtown.
Spring 1971	City adopts resolution to close S.W. Harbor Drive.
1971	City retains Wolf, Zimmer, Gunsul and Frasca (WZGF) to develop proposals for treatment of S.W. Harbor Drive and to determine the most feasible approach to implement treatment proposals.
Feb. 1972	PCPC publishes <u>Planning Guidelines - Portland Downtown Plan.</u>
Apr. 1972	WZGF recommends urban renewal project on riverfront between Steel and Hawthorne Bridges, and between the seawall and S.W. Front Ave. through tax increment funding.
Oct. 1972	PDC reports to Council on "Urban Renewal Feasibility Study for Waterfront and Adjacent Area".
Dec. 1972	City Council adopts <u>Planning Guidelines/Portland Downtown Plan.</u>
Dec. 1972	Council adopts a Resolution directing the Planning Commission and PDC to undertake the development of a program for planning and improvement activities for the Downtown Riverfront Area to be financed by tax increments.
Apr. 1973	Council adopts a Resolution expanding study area for the development of a program for planning and improvement activities for the Riverfront.
May 1973	Council adopts a Resolution expanding study area for the development of a program for planning and improvement activities for the Riverfront.

EXHIBIT A, Cont'd

Summer 1974	Office of Planning and Development created by City to coordinate all planning activity by agencies under City control.
Summer 1973	City invites proposal from consultants to help PCPC and PDC complete a development program for the area.
Fall 1973	City retains Livingston-Blayney to undertake planning studies in Areas 2 and 3 and Downtown.
Winter 1973	PDC begins to develop an Urban Renewal Document as part of its Downtown Portland Development Program activities.
December 1973	Consultant recommendation to extend boundaries concurred in by City Council.
Spring 1974	PDC presents preliminary Urban Renewal Plan Document to Citizens Advisory Committee, PDC, PCPC and City Council for information and discussion.
March 1974	CAC Citizen Forum on preliminary Urban Renewal Plan Document.
April 1974	PCPC public hearing and approval of preliminary Urban Renewal Plan Document.



DOWNTOWN WATERFRONT RENEWAL STUDY AREAS

with reclamation of riverfront properties for public oriented use and improvements to traffic circulation.

Declining physical conditions in Area 2, along with the proposal to close Harbor Drive in the immediate future provides an opportunity for comprehensive improvement and development to take place which would inject new life into the downtown environment and help combat obsolescence and the flight of commercial enterprise to the suburbs.

Some changes are taking place in this area in the form of new construction and building rehabilitation by private interests. There is a need now to undertake a program whereby these changes can be effectively coordinated with public actions to assure orderly development of a diversified downtown environment to serve the long range objectives for downtown Portland.

These activities require a more modest level of sustained public investment to undertake than are required in the southern area. They can be provided through levels of public indebtedness which can be serviced through the tax increment cash flow which will be produced by private development currently planned or under construction.

3. DOWNTOWN DEVELOPMENT WORK PROGRAM

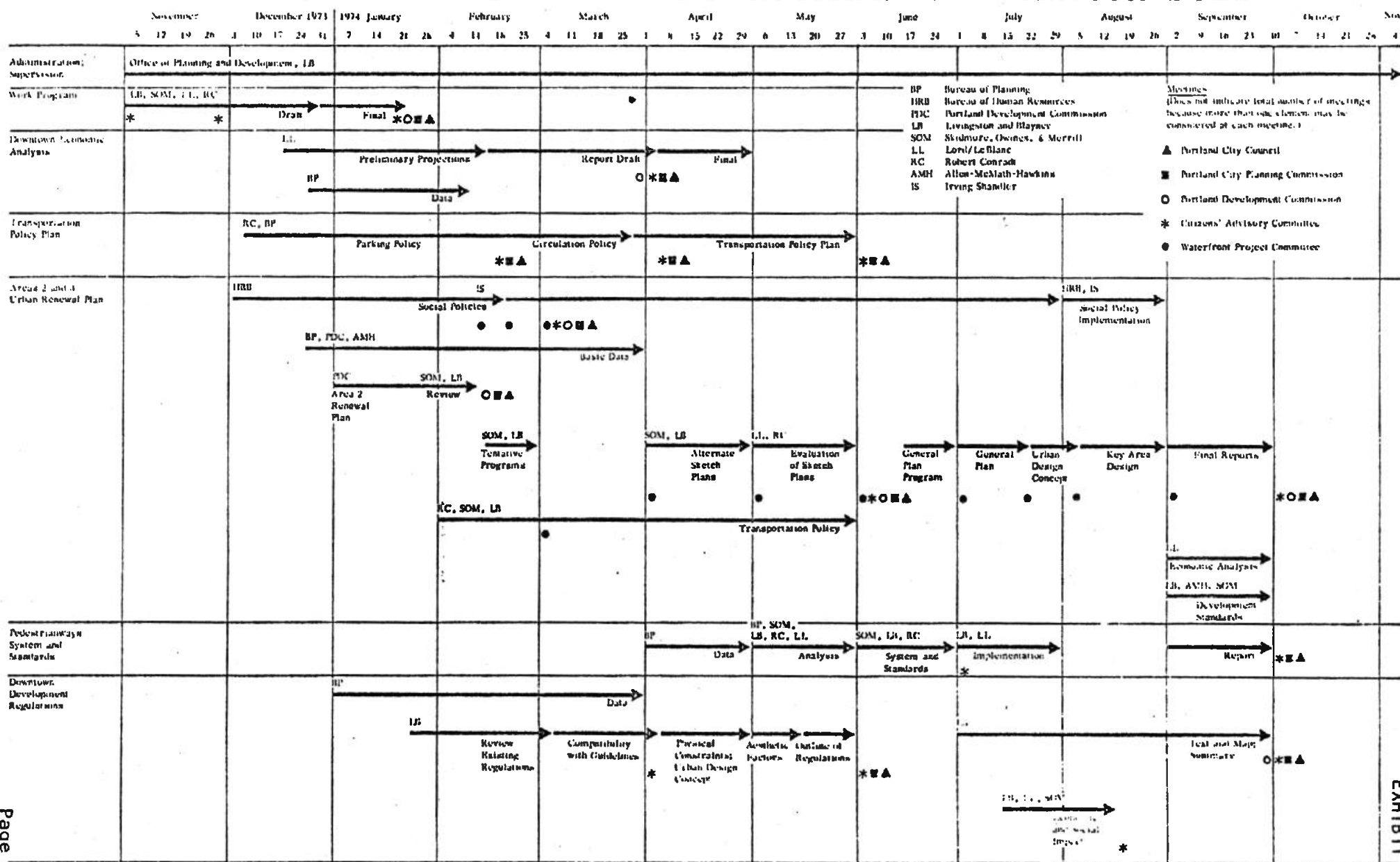
In support of the work outlined in these ordinances, the City Planning Commission prepared a preliminary development program to guide more specific planning in the areas of economics, transportation, social programs, pedestrianways and development regulations for Areas II and III. During the summer of 1973, consultants were selected to finalize the program and begin work towards its accomplishment. The exact extent, nature and timing of the work is detailed in the Portland Downtown Development Program: 1974 Work Program, which is the basis for work underway. An outline of the work,

work relationships, timing and major participants are diagrammatically illustrated on Portland Downtown Development Program: 1974 Work Schedule, included in this report as Exhibit C.

As can be seen from the Program and Schedule, the preparation, review and adoption of an Urban Renewal Plan has been anticipated early in the program. Initial data gathering and analysis of all program elements was timed to support the project's eligibility determination. The reason for Urban Renewal Plan adoption at this time follows sound planning rationale which anticipated the lead time needed for setting up the mechanics of renewal project financing and execution. With this time accounted for, the project can begin to implement appropriate activities as they are identified by completed elements of the Work Program and incorporated into the Urban Renewal Plan.

A first activity by the consultant was an examination of the renewal area study boundaries in light of their effect on financing, market demand, eligibility and planning opportunities. As a result of this analysis, recommendations were made by the consultant to further adjust the boundaries by extending them west from Fourth to Fifth Avenue between Jefferson and Oak Streets, and west from Park to Ninth Avenue between Burnside and Hoyt Streets. In work sessions with the City Council and Planning and Development Commissions these recommendations were accepted and the study area boundaries adjusted. The proposed Downtown Waterfront Urban Renewal Area project boundaries coincide with these.

PORTLAND DOWNTOWN DEVELOPMENT PROGRAM: 1974 WORK SCHEDULE



Meetings (Does not indicate total number of meetings because more than one element may be considered at each meeting.)

▲ Portland City Council
 ■ Portland City Planning Commission
 ○ Portland Development Commission
 * Citizens' Advisory Committee
 ● Waterfront Project Committee

4. ELIGIBILITY REQUIREMENTS AND METHODOLOGY

Oregon State Law regarding urban renewal (Oregon Revised Statutes, Chapter 457) requires that certain conditions exist in an area before it is eligible for designation as an urban renewal project area. Basically, as a requisite for designation, an area must be blighted and deteriorated. The law defines blighted areas as "areas, including slum areas, with buildings and improvements which by reason of dilapidation, overcrowding, lack of ventilation, light and sanitary facilities, deleterious land use or any combination of these or other factors are detrimental to the safety, health, morals and welfare of the community."

Deteriorated areas are defined as "areas which are in the process of becoming blighted or which require acquisition, clearance, redevelopment, rehabilitation or conservation in order to remove, prevent or reduce blighting factors or the causes of blight."

Further evidence of these conditions are discussed in the law through its statements that these "areas impair economic values and tax revenues" and that such "areas cause an increase in the spread of diseases and crime and constitute a menace to the health, safety, morals and welfare of residents of the state and that these conditions necessitate excessive and disproportionate expenditures of public funds for crime prevention and punishment, public health, safety and welfare, fire and accident protection and other public services and facilities."

Section 5 of this report, Eligibility Information, will indicate that these conditions do exist and that the Downtown Waterfront Urban Renewal Project does, indeed, overwhelmingly meet the eligibility requirements of law.

Although the state law does define conditions of eligibility, it does not prescribe specific quantitative criteria for determining blight and/or deterioration. Therefore, such determination will be based on the following criteria established under Federal regulations governing Federally assisted urban renewal projects:

Qualifications for Urban Renewal Assistance: To qualify for assistance, an urban renewal area (other than an open land area) must contain deficiencies to a degree and extent that public action is necessary to eliminate and prevent the development or spread of deterioration and blight. At least 20 percent of the buildings in the area must contain one or more building deficiencies, and the area must contain at least two environmental deficiencies.

A. Building Deficiencies:

1. Defects to a point warranting clearance.
2. Deteriorating condition because of a defect not correctable by normal maintenance.
3. Extensive minor defects which, taken collectively, are causing the building to have a deteriorating effect on the surrounding area.
4. Inadequate original construction or alterations.
5. Inadequate or unsafe plumbing, heating, or electrical facilities.
6. Other equally significant building deficiencies.

B. Environmental Deficiencies:

1. Overcrowding or improper location of structures on the land.
2. Excessive dwelling unit density.
3. Conversions to incompatible types of uses, such as rooming-houses among family dwellings.

4. Obsolete building types, such as large residences or other buildings which through lack of use or maintenance have a blighting influence.
5. Detrimental land uses or conditions, such as incompatible uses, structures in mixed use, or adverse influences from noise, smoke, or fumes.
6. Unsafe, congested, poorly designed, or otherwise deficient streets.
7. Inadequate public utilities or community facilities contributing to unsatisfactory living conditions or economic decline.
8. Other equally significant environmental deficiencies.

Distribution of Deficiencies: Either building deficiencies or environmental deficiencies necessary to establish the eligibility of a project area must be present to a reasonable degree in all parts of the area. If any sizeable part of the project area fails to meet this test, it must be justified by one of the following:

1. Inclusion of the part is necessary to achieve the urban renewal objectives for the total project area.
2. Inclusion of the part is necessary to bring the project area to a sound boundary.

Any included area not meeting the distribution of deficiencies test cannot be more than a relatively minor portion of the project area.

Exhibit E, Summary of Urban Renewal Area Data, contained in Section 5 of this report, summarizes statistics on buildings with deficiencies as well as environmental deficiencies in the project area. The distribution of buildings with deficiencies is illustrated on Exhibit F, Building Conditions Map.

Building deficiencies and the conditions rating of each structure was arrived at by using formulas described in a document prepared by the Portland

City Planning Commission in 1965 entitled Techniques for Measuring Blight. This document describes a rating system, based on formulas, using County Assessor's data to arrive at a condition rating for any one building. Basically, penalty points are assigned based upon age, obsolescence factor, reproduction cost, and other factors of each structure and ranked into one of five condition categories, depending on total penalty points. County Assessor's records were examined for each building in the project and this technique applied. The accuracy of this system is dependent upon current County Assessor's data and although it may not be accurate in every instance, a reasonably accurate reading of general conditions and the relative variation between buildings can be made in terms of the entire project area.

To verify conditions, and mollify the fact that techniques do not account for recent rehabilitation to older buildings, field inspections of each building were performed by members of the Development and Planning Commission staffs. Special attention was paid to building conditions which would alter the relative conditions assigned through the use of Techniques For Measuring Blight. Buildings with major rehabilitation affecting their condition rating are noted on Exhibit F by the letter 'R'. Further building condition analysis was made by examining building permits issued by the Building Bureau. The records of the Building and Fire Bureaus were also examined to determine the extent and distribution of Building and Fire Code violations. Recent reports and studies by other agencies and consultants, which analyzed building conditions such as the 1971 Portland Downtown Plan, Inventory and Analysis and the 1972 Waterfront Study - Downtown Portland were also reviewed. Additionally, a photographic survey of the project, which photographed each structure in the area, was performed by the Development Commission as a historic reference and aid to analysis.

Environmental deficiencies were similarly analyzed by direct field surveys, contact with agencies and reference to records, prior reports and other compiled data. The Office of the City Engineer, Water Bureau, Bureau of Sanitary Engineering, Bureau of Traffic Engineering, Northwest Natural Gas Company and the electrical utilities were contacted to ascertain conditions of utilities. The City Bureau of Human Resources and Police Bureau and the County Public Health Division were sources of information on social, health and criminal conditions.

Section 5 of this report, Eligibility Information, provides summary information sufficient to establish project eligibility under law. It is not a reiteration of the vast sources of information and data which further support the conclusions of this Eligibility Report. Sources of Information and General Bibliography, Exhibit D of this report, is attached to indicate the scope of the resources augmenting this report. Information obtained from the public agencies and private firms and groups contacted is on file with the Development Commission. So, too are the reports listed in Exhibit D. The most current and relevant mapped information is also available at the Development Commission, with others retained at the Portland City Planning Commission.

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AND
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Buildings, Bureau of
Business License Division
City Engineer Services, Bureau of
Engineer, City
Fire Bureau
Housing Division
Human Resources, Bureau of
Management & Budget, Bureau of
Parks, Bureau of
Planning Commission
Police Bureau
Sanitary Engineering, Bureau of
Street & Structural Engineering, Bureau of
Traffic Engineering, Bureau of
Water Bureau

County of Multnomah

Assessment & Taxation Dept.
Planning Commission
Public Health Division

State of Oregon

Department of Revenue, Assessment and Appraisal Division

Federal Government

General Services Administration

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Northwest Natural Gas
Pacific Northwest Bell Telephone
Portland General Electric
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Project Area Owners & Managers Survey

III. REPORTS

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1965
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Wolff Zimmer Gunsul Frasca Ritter Architects
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1974

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City of Portland

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The Waterfront Plan Group:

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Royston, Hanamoto, Beck & Abbey, Landscape Architects

Larry Smith & Co., Economic Consultants

The Way of Life in the Lownsdale Square Area

May 1971

M.K. Anderson, C.A. Merrill, J.V.A.F. Neal,

PSU Urban Studies Center

IV. MAPPED INFORMATION

<u>LAND USE</u>	<u>Title</u>	<u>Date</u>	<u>Scale</u>	<u>Boundaries</u>
Composite Land Use		1961	100	Burn.-Market
Composite Lane Use		1970	100	Hoyt-Stadium
				Freeway
Composite Land Use		1973	50	Hoyt-Burnside
Commercial		1973	100	"
Industrial		"	"	"
Community Services		"	"	"
Housing		"	"	"
Landscaped Areas		"	"	"
Pedestrian Uses		"	"	"
Auto Uses		"	"	"
Parking		"	"	"
Retail		1970	200	Hoyt-Stadium
				Freeway
Soft Auto		"	"	"
Parking (Existing and Proposed)		1971	"	"
Deleuw, Cather 1990 Parking and Cir.		1973	"	"
Preliminary 1990 Parking & Cir.				
Deleuw, Cather		1972	200	"
Pedestrianways and Open Space		"	"	"
Parking	late	1971	"	"
Automotive		1970	200	"
Hard Auto		"	"	"
Habitation		"	"	"
Composite Land Use Plan (overlay)		1972	"	"
Selected Elements of Downtown Plan				
(overlay)		1971	"	"
Office		"	"	"
Proposed Transit		"	"	"
Land and Improvement Value (Raw Data				
overlay)		1972	"	"
Circulation and Parking		1971	"	"
Industrial Districts		1972	"	Hoyt-Stadium
				Freeway
Transit		1971	"	"

IV. MAPPED INFORMATION, Cont'd

Financial	1971	200	Hoyt-Stadium Freeway
Existing Open Space	"	"	"
Circulation Overlay	1972	"	"
Open Space Existing and Proposed	1971	"	"
Entertainment	1970	"	"
Public	"	"	"
Industrial	"	"	"
Open Space	"	"	"
Super Automotive	Late "	"	"
<u>OTHER MAPS</u>			
Study Area Boundary	1971	200	Hoyt-Stadium Freeway
Density, Height and Bulk	"	"	"
Zoning	"	"	"
Street Capacity	1970	"	"
People Concentrations	1971	"	"
Pedestrian Volumes	1970	"	"
Assessed Land Value	1971	"	"
Planning Districts	1971	"	"
Proposed Development	1970	"	"
Permit Trends (Demolition)	"	"	"
Permit Trends (New Construction)	"	"	"
Person Trips	1960	"	Burn.-Jefferson
Proposed Pedestrian Skyways	1972	"	Hoyt-Stadium Freeway
Views and Gateways	"	"	"
Opportunity Synthesis	1971	"	"
Building Condition	"	"	"
Floor Area Ratio	1972	"	"
Economic Synthesis	1970	"	"
Architectural Merit	"	"	"
Poor and Bad Building Conditions	"	"	"
Permit Trends 65-70 by year + Remodeling	"	"	"
Building Heights	1971	"	"
Building Over 10 Stories	1970	"	"
Permit Trends 65-70 + Remodeling	"	"	"
Plan Concept	1972	"	"
Desirable Traffic-Free Areas	"	"	"
Pedestrian Circulation	"	"	"
Building Height	"	"	"
Community Facilities	"	"	"
Retail	"	"	"
Important Vistas	"	"	"
F.A.R. Downtown Comparison	"	100	Hoyt-Market
Desirable Traffic Free Areas	"	"	Hoyt-Stadium Freeway
First Phase Projects	"	"	"
Circulation and Open Space	"	"	"
Plan Concept	"	"	"
Imaginable Elements and District	"	"	"
Imaginable Elements	"	"	"
Land Values (With Contour Overlay)	1973	"	Broadway Bridge Stadium Freeway

IV. MAPPED INFORMATION, Cont'd

Traffic Volumes	1973	100	Broadway Bridge Stadium Freeway
Zoning	"	"	"
Ownership and Assessed Value	1974	"	"
Location of Housing	1974	"	"
Building Conditions	"	"	"
Building Heights & Floor Area Ratio	"	"	"
Pedestrian Volumes	"	200	"

5. ELIGIBILITY INFORMATION

The project area covers approximately 283 acres. Of this total about 15 acres are in the rail yards north of N.W. Hoyt Street, and 23 acres are publicly owned land along the riverfront east of Front Avenue. The remaining 245 acres encompass 127 city blocks.

The following describes current conditions in the Downtown Waterfront Area.

A. Structural Conditions

Generally, structural conditions throughout most of the area can be described as poor and declining. Most structures within the area were built during the early 1900's when this area was the center of commercial activity. Since that time, the area has gone through several changes. The center of commercial activity has moved westward away from the riverfront and a majority of the buildings left along the riverfront have become badly deteriorated.

There is a total of 399 buildings in the project area, and 210 (61%) are over 60 years old, including 26 (28%) that date back to the period between 1860 - 1899. Only 23 structures, mainly service stations, have been built in the last 20 years. Most buildings are now obsolete and incompatible with modern management and marketing techniques, and 86% of all buildings within the project area are classified as Poor or Bad. (See Exhibit F, Building Conditions - 1973.) This is based on the classification approach, Technique for Measuring Blight,

discussed in Section 4 of this report. As noted, this technique does not specifically account for the upgrading of older buildings through rehabilitation. For this reason, buildings where rehabilitation has occurred are noted on Exhibit F by the letter "R". These buildings should be considered in better condition than actually attributed through Techniques. However, only 47 buildings shown in Poor or Bad condition have had significant rehabilitation. The exclusion of these from the Poor or Bad category would still result in over 74% of all buildings in the area being classified Poor or Bad. It is quite evident then that the effect of time, growth in the City, and changing needs by commercial establishments have had an adverse effect on building conditions in this area.

It is not uncommon to find conversion of buildings to uses other than what they were designed for. In several instances, hotel rooms have been converted to apartment units, without proper kitchen and bath facilities, and store fronts have been converted to warehouses. In a few instances, store fronts have even been converted to living units. These conversions are generally limited to older buildings, the majority of which are in poor condition. Several buildings have even been condemned for occupancy above the first floor because of outdated or inadequate health and safety equipment.

Following is a breakdown of the number of structures in the project area by condition:

<u>*Structural Condition</u>	<u>Number of Structures</u>	<u>% of Total</u>
Excellent	4	1.
Good	19	4.5
Fair	33	8.5
Poor	103	26.
Bad	<u>240</u>	<u>60.</u>
Total	399	100%

(See also attached Building Condition - 1973 Exhibit F)

In terms of rehabilitation and improvement potential, structures classified as Excellent or Good are considered to require little or no rehabilitation work. Buildings in the Fair and Poor categories require rehabilitation, and buildings under the Bad category are either questionable or economically infeasible to rehabilitate.

B. Environmental

The generally deteriorated building conditions also reflect environmental deficiencies that exist in the area. Businesses have found it more economical and efficient to locate in newer buildings elsewhere or to construct new facilities in other locations, rather than to renovate existing older buildings in the project area for their use. The result has been that the CBD has slowly moved westward away from the project area, and buildings in the area have either been occupied mostly by marginal businesses or remain vacant. Some scattered renovation has occurred for office and retail commercial use, but these are larger and relatively

*Based on Techniques for Measuring Blight, as discussed in Section 4 of this report.

newer buildings in the area. On the whole, the majority of buildings are obsolete, and there is a high vacancy rate throughout the area as compared to the whole downtown.

It follows then that there is a relatively high degree of fire hazard throughout the area, as evidenced by statistics from Portland Fire Bureau records. During the period 1967 to 1972, 82 fires were reported in the area. This reflects a greater concentration of fires for a given area than the city or downtown as a whole. Structural damage occurred in 37 of these fires, and over 50% took place in living units, mostly as a result of smokers' carelessness. Public cost of each fire call is estimated at between \$400 and \$500, and over this five-year period, total public cost amounted to about \$100,000. Consequently, fire insurance rates for buildings in the project area are about 2 or 3 times the rate outside the area.

The area has further been victimized by the gradual pressure of increased traffic over the years. This in turn has caused an increase in noise and adverse air quality. High volume traffic along Front Avenue and Harbor Drive, the excess of parking lots, and several bridgeheads which funnel traffic through the area have made it a high air and noise pollution zone.

There is less pedestrian activity in the project area - particularly along the riverfront - than would be the case with a better quality environment. Traffic along Front Avenue and Harbor Drive has rendered the riverfront inaccessible

to pedestrians, and there is a deficiency of pedestrian amenities throughout the project area. Deteriorated and vacant buildings constitute visual pollution, and there is an obvious lack of street trees and street furniture. Many surface parking lots dissipate concentrations of activities which stimulate pedestrian activity. There is only one public restroom facility in the area, and only a little over 1% of the land has been developed as public open space. Other than a few restaurants and specialty stores, there is little to attract anyone into the area or to make them want to remain after working hours. Nearly all of the downtown employees commute from outside the downtown district and leave the project area immediately after business hours. The majority of retail businesses in the area do not offer evening shopping. At 5:00 P.M. the stores and offices in the area close, parking lots empty, and the streets become deserted.

In terms of land use, conditions are equally as bad. No significant new developments have occurred over the last 40 years, and the area today represents a situation where the old and obsolete have given way to the needs of an auto-oriented community. The most extensive type of development in land use has been the excessive development of surface parking lots which have had a stagnating effect in the area. Over the last 40 years approximately 100 land parcels have been reduced to surface parking. During this period, the demolition of structures for surface parking lots has outpaced new construction of buildings 2 to 1. Today over 26% of the land not including park and street areas is occupied by parking lots. While some of these lots may only be an interim use, many others have remained in their present underutilized state for over 15 years.

Other land uses include a conglomerate of residential, retail and wholesale commercial, warehousing, manufacturing, and auto-oriented service establishments. These uses are dispersed throughout the area and not efficiently grouped by type. Such dispersal has resulted in land use conflicts throughout the area.

Only 86 acres or 30% of land in the project area is covered with structures, and only a little over 1% has been developed as public park space. 42% of the land is in streets and public rights-of-way. This high proportion of street area is an inefficient use of land by today's standards. Portland's 200' x 200' grid system creates inordinate land in public rights-of-ways, with no potential for development. It also reduces the opportunity for comprehensively planned large unit developments which concentrate and integrate multi-faceted activities within contiguous land areas. The small grid pattern increases public costs for right-of-way maintenance such as street cleaning, repairs to curbs, sidewalks and walkways, traffic control and the like. It also raises the opportunity for traffic congestion, which in fact has happened. Lanes are narrow, and streets often serve as loading areas because most buildings have no off-street loading facilities. Although parking lots abound in the area, they are generally filled by downtown employees arriving early in the morning. Very little off-street parking is available for the shopper who has to park on the street. Reliance on street parking spaces with high use and low turnover adds to traffic congestion and is a safety hazard.

The combination of all these circumstances has created conflicts between pedestrians, loading operations, transit, and other vehicular traffic. (See also Existing Land Use - 1973, Exhibit G)

Economic

The project area and Riverfront were once the center of economic activity for Portland. However, for many years the economic strength of the area has been declining. River traffic decreased in importance to the businesses in the area. New businesses have found it more profitable and efficient to construct buildings in other locations than to renovate older buildings in the area. The result is that the central business district has slowly moved westward, away from the Riverfront and out of the project area.

Many project area buildings, because of physical conditions mentioned earlier, are now also economically obsolete and are not compatible with modern marketing and management techniques. The number of businesses within the area has decreased and the volume of total sales has dropped proportionately. With the decrease in businesses, and physical deterioration of structures, major and long-term vacancies are common. The high vacancy rates and low demand for building space cut sharply into the owners' profits and offer no incentive for maintaining the buildings or carrying out expensive rehabilitation programs. As a result, the buildings have become more obsolescent and deteriorated.

No significant new development has occurred in the project area over the last 40 years, while major construction and development has continued to take place in the areas adjoining the project to the South and West. The limited new construction that has taken place within the project area in the last 40 years is not representative of an economically strong and active area. During that time only 47 structures were built and the majority have been gas stations, parking lots, or other auto related businesses. Some renovation or rehabilitation of the larger newer structures have recently taken place, particularly for office space and retail-commercial use.

Analysis of data from the County Assessor's Office and the City Business License Division indicates that existing land uses in the project area are not generating revenues commensurate with current value and potential of the land. Insufficient floor space, design obsolescence, and deterioration have severely limited the economic potential of a majority of structures. Land values are increasing, but improvement values are on the decline. The Improvements to Land ratio (I/L) developed from the County Assessor's '73-'74 tax year data, reveals the extent of current underutilization of land. 33% of the blocks in the area have an I/L ratio of less than 0.25 to 1, and 73% have a ratio of less than 1 to 1. Blocks having the lowest ratios are those with a high proportion of surface parking. However, some blocks with 100% building coverage also have I/L ratios well below the average of adjoining areas.

Another indication of the area's low economic condition is reflected in the high cost of police, fire, and other public services in relation to tax revenues generated. These adverse social and environmental conditions, as discussed in other sections of this report, creates proportionately higher demands on social and health services agencies, police, fire, building code enforcement, and public works services, than do areas with reduced or non-existent deficiencies. Because of reduced tax income, the City is receiving less economic return relative to the service it provides.

Economic eligibility determination, however, is not just a measure of return on dollars invested. Some forms of low or moderate cost housing and associated food and personal services are desirable within the area, as identified in the General Plan for the area, Planning Guidelines/Portland Downtown Plan. Economically marginal activities which are integral in providing a balanced community can only function in areas where overhead costs can be kept low. The current pattern of new development in the project area has an adverse economic impact on many of these activities. Some hotels and retail stores that had offered low cost housing and services have been removed and replaced by recent construction. Generally major developments cause increases in land values and taxes in their surrounding areas. The resulting economic pressure has caused many of these economically marginal activities to close. To the extent that this is a detriment to the balanced community, it constitutes an equally unbalancing economic effect.

Social

Besides environmental and economic problems, the area harbors extensive adverse social conditions.

Within the project area there is a total resident population of approximately 1,800 to 2,200 people, and a transient population which varies seasonally between 500 and 900 persons. The majority of this total population is white, single, male, and over 60 years old. Most are retired or unemployed blue collar workers and receive income from retirement pensions, social security, unemployment, welfare, and/or other public support. The median income of a typical resident is \$1,700 per year, which is below the established national poverty level. Comparatively, this income is only 15% of the family median income of \$11,000 per year for Multnomah County.

Area residents live in 50 apartments and hotels, most of which were built over 70 years ago and, primarily concentrated near Lownsdale and Chapman Squares on S. W. 2nd and S. W. 3rd Avenues, and in the Northwest District on W. Burnside and N. W. 3rd and N. W. 6th Avenues. Most living units are converted hotel rooms not originally designed for permanent occupancy. These units typically are small and substandard according to City codes with community lavatories, toilets, and bathing facilities.

Housing units generally rent in the range of \$32 to \$75 per month. The median rent is \$46 per month, which represents over 30% of the average tenant's income.

There are two main reasons the "Lownsdale Square" and "North of Burnside" communities continue to exist. A major reason is that although the rents are relatively high for the average tenant it is still about 50% below the median rent level for the City as a whole. Secondly,

there remain many close economic interdependencies between the residents and the local taverns, restaurants, food stores, second hand stores, and personnel services. The result is that most needs of the residents appear to be provided within the radius of a few blocks. The local taverns, restaurants, and the Lownsdale Square, provide convenient and accessible points for social interactions and entertainment. Many residents seldom leave the project area to shop or find entertainment.

The "Skid Row" district is within the project area and is centered along W. Burnside Street between Broadway and the Burnside Bridge. The population from this district makes up the transient population. This segment of the population has been a constant concern of cities everywhere, and the concern is just as constant in Portland. Many public and private social welfare organizations are located in or near the district to serve the permanent resident as well as transients, all of whom are disadvantaged. The following is a list of these organizations:

Portland Rescue Mission	Senior Community Service Program Office
Union Gospel Mission	D.P. Hooper Alcoholic Recovery Center
Goodwill	Casual Labor Board
St. Vincent de Paul	Multnomah County Health Bureau
VFW	Ankeny Street Clinic
Salvation Army	Veterans Administration

Services offered by these organizations include food, clothing, shelter, medical, counseling, and employment.

As one can see, residents in the project area lead meager lives. Except in the transaction of business, there is little interaction between residents in the area and other segments of the downtown population.

Social decline is also evidenced by the high crime rate in the area. Of all public services provided, police services have been the most expensive. This area generates more incidents involving police calls than any comparable geographic area. Six percent of all the assaults and robberies in Portland take place within a one block radius of N.W. 3rd Avenue and N. W. Couch Street. In another part of the project area around S.W. 3rd Avenue near Taylor and Salmon Streets, prostitution has been a problem.

Social deficiencies are also indicated by the health problems of the area. The proportion of alcoholics to the population of the area is dramatically higher than the City. The rate of tuberculosis ranges from three to five times that for the entire City. During a recent period, approximately 40% of new T.B. cases in the entire City were from within the project area. Incidences of malnutrition, respiratory and mental health disorders within the area are all above those of the whole City. The Multnomah County Hospital receives more patients proportionately from the project area than from any other area in the city: 145 patients per thousand project area residents compared to 16 patients per thousand for the entire hospital service area.

EXHIBIT F

SUMMARY OF URBAN RENEWAL AREA DATA

Submission: Initial ☒ Revision ☐

LOCALITY

City of Portland

AREA

Central Business District

AREA NAME Downtown Waterfront
Urban Renewal Project

COUNTY

Multnomah

1. AREA ELIGIBILITY CATEGORY: Area Rehabilitation and Conservation		2. PREDOMINANT TREATMENT <input type="checkbox"/> Clearance and redevelopment <input checked="" type="checkbox"/> Rehabilitation		3. RELATION TO APPROVED MODEL CITIES AREA <input checked="" type="checkbox"/> Area is not within model cities area <input type="checkbox"/> Area is entirely within model cities area <input type="checkbox"/> Area is partially within model cities area NUMBER OF ACRES WITHIN MODEL CITIES AREA: <u>None</u>			
4. PRESENT CHARACTER OF AREA AND CONDITION OF BUILDINGS <input checked="" type="checkbox"/> Built up <input type="checkbox"/> Predominantly open <input type="checkbox"/> Open <i>(Check one below unless area is "Open")</i> <input type="checkbox"/> Predominantly residential <input checked="" type="checkbox"/> Not predominantly residential		5. CONTEMPLATED LAND USES <input type="checkbox"/> Predominantly residential <input checked="" type="checkbox"/> Not predominantly residential		6. ESTIMATED NUMBER OF DWELLING UNITS (a) Total in area: Buildings: 55 Units: 2310 (b) Number of buildings with deficiencies: Buildings: 53 Units: 2225			
7. ESTIMATED NUMBER OF SITE OCCUPANTS		Skid Row	Non Skid Row	Asian American	SUB TOTAL	Migrant	TOTAL
a. Estimated Percentage		30%	40%	5%	75%	25%	100%
b. Estimated Number		810	1080	135	2025	675	2700
SUBMITTED BY:							
Date		Signature					
PORTLAND DEVELOPMENT COMMISSION				Title			
Local Public Agency							

DATA ON URBAN RENEWAL AREA

PRESENT CHARACTER, CONDITION OF BUILDINGS,
AND PERCENTAGE OF DEFICIENCIES

Present Character of the project area has been determined and documented by the following surveys: Floor Use Survey, PCPC, Summer 1973; Field Survey, PCPC, Fall 1973; Field Survey, PDC, Fall 1973.

Determination of Building Conditions is based upon the report, Techniques for Measuring Blight, prepared by the Planning Commission in 1965. The Development Commission developed the numerical building condition ratings from this report and current County Assessment data.

ITEM	ACREAGE				CONDITION OF BUILDINGS		
	TOTAL	BY PRESENT CHARACTER			TOTAL BUILDINGS	NUMBER WITH DEFICIENCIES	PER-CENTAGE WITH DEFICIENCIES
		IMPROVED		UNIMPROVED			
		WITH BLDGS OR STREETS	W/OTHER IMPROVEMENTS				
TOTAL	283.7	205.6	78.1	0	399	343	86.0%
1. Streets, alleys, public rights-of-way, Total	119.9	119.9		0			
2. Residential, Total	7.4	7.4	0	0	55	53	96.4%
A. Dwelling purposes	7.4	7.4	0	0	55	53	96.4%
B. Related public or semipublic purposes	0	0	0	0	0	0	0
3. Nonresidential, Total	156.4	78.3	78.1	0	344	290	84.3%
A. Commercial	106.5	71.5	35.0	0	329	283	86.0%
B. Industrial Rail Yards Only	15.3	0	15.3	0	0	0	0
C. Public or semipublic (institutional)	34.6	6.8	27.8	0	15	7	46.7%
D. Open or unimproved land not included in 3A, B, or C above.	0			0			

ENVIRONMENTAL DEFICIENCIES

EXHIBIT E

CONDITION	DESCRIPTION OF EXTENT TO WHICH CONDITION EXISTS
1. Overcrowding or improper location of structures on the land	See Attachment to Exhibit F
2. Excessive dwelling unit density	See Attachment to Exhibit F
3. Conversions to incompatible types of uses, such as roominghouses among family dwellings	See Attachment to Exhibit F
4. Obsolete building types, such as large residences or other buildings which through lack of use or maintenance have a blighting influence	See Attachment to Exhibit F
5. Detrimental land uses or conditions, such as incompatible uses, structures in mixed use, or adverse influences from noise, smoke, or fumes	See Attachment to Exhibit F
6. Unsafe, congested, poorly designed, or otherwise deficient streets	See Attachment to Exhibit F
7. Inadequate public utilities or community facilities contributing to unsatisfactory living conditions or economic decline	See Attachment to Exhibit F
8. Other equally significant environmental deficiencies	See Attachment to Exhibit F

ATTACHMENT TO EXHIBIT F

1. Overcrowding or improper location of structures on the land.

Limited or complete lack of off-street freight loading and unloading. Sidewalk basement delivery elevators often block the sidewalk areas. 36 blocks, 28% of the 127 project area blocks have 100% building coverage. Many parcels in the area are 1/16th block or smaller; less than 2,500 square feet. These parcels primarily located along First and Front Avenues, and Burnside and Couch Streets are impediments to new development. Lack of building setbacks, especially along major thoroughfares, limits sidewalk widths, thus contributing to pedestrian hazards and limiting ability to improve and landscape rights-of-ways.

2. Excessive dwelling unit density.

High concentrations of dwelling units occur around S.W. Third and Main, and N.W. Third near Burnside and Couch. Often the density of occupants to sanitary facilities is excessively high; generally one toilet for 6 to 10 occupants, and some instances of 20 to 30 occupants per toilet. High dwelling unit densities also overtax safety provisions within structures as evidenced by high degree of hazards occurring within structures in violation of fire and building safety sections of building codes.

3. Conversions to incompatible types of uses, such as roominghouses among family dwellings.

Many storefronts converted to warehousing, dead storage areas, and living units. Structures converted to parking garages by removing interior walls. Structures converted to manufacturing and auto body and repair shops often close to dwelling units causing noise and pollution for residents. Primarily located along S.W. First and Front and scattered throughout the N.W. area.

4. Obsolete building types, such as large residences or other buildings which through lack of use or maintenance have a blighting influence.

343 buildings, 86% of the area's total are structurally deficient and have a blighting influence. 210 buildings, 61% of the area's total, are over 60 years old. Many old hotels have become housing units without making the necessary conversions and lack housekeeping sanitary and life safety facilities for each unit.

ATTACHMENT TO EXHIBIT F

Long-term vacancies occur in buildings remaining beyond their useful life and now obsolete. Older office buildings often have poor access and interior circulation and lack elevators. Manufacturing buildings designed for outdated vertical production methods now provide marginal warehousing or stand vacant.

The majority of older buildings fail to meet seismic, fire and exit requirements which are conditions of current occupancy by businesses. These conditions also effect insurability of many potential users. Thus, buildings are relegated to marginal uses and economic utility. A majority of these buildings are along S.W. First and Second Avenues, and throughout the N.W. areas.

5. Detrimental land uses or conditions, such as incompatible uses, structures in mixed use, or adverse influences from noise, smoke, or fumes.

Manufacturing and warehousing cause heavy transport traffic, and related high noise and pollution levels which are incompatible with nearby offices, retail, and dwelling units.

Surface parking lots cover over 12% of the area causing a visually blighting influence. Related auto traffic creates an air pollution problem within the area, primarily at the bridgeheads and along S.W. Second Avenue.

6. Unsafe, congested, poorly designed, or otherwise deficient streets.

Public streets and rights-of-ways cover 42% of the area. Narrow traffic lanes and lack of off-street loading areas cause extensive auto congestion. Congestion creates air pollution concentrations which are detrimental to residents and workers in the area.

Parking spaces located too close to intersections cause "blind" intersections. Pedestrian and vehicle intermix often causes conflicts and unsafe conditions; lack of turn refuges and pedestrian islands on major streets, primarily Burnside Street. Street surfaces on First and Second Avenues are deficient.

ATTACHMENT TO EXHIBIT F

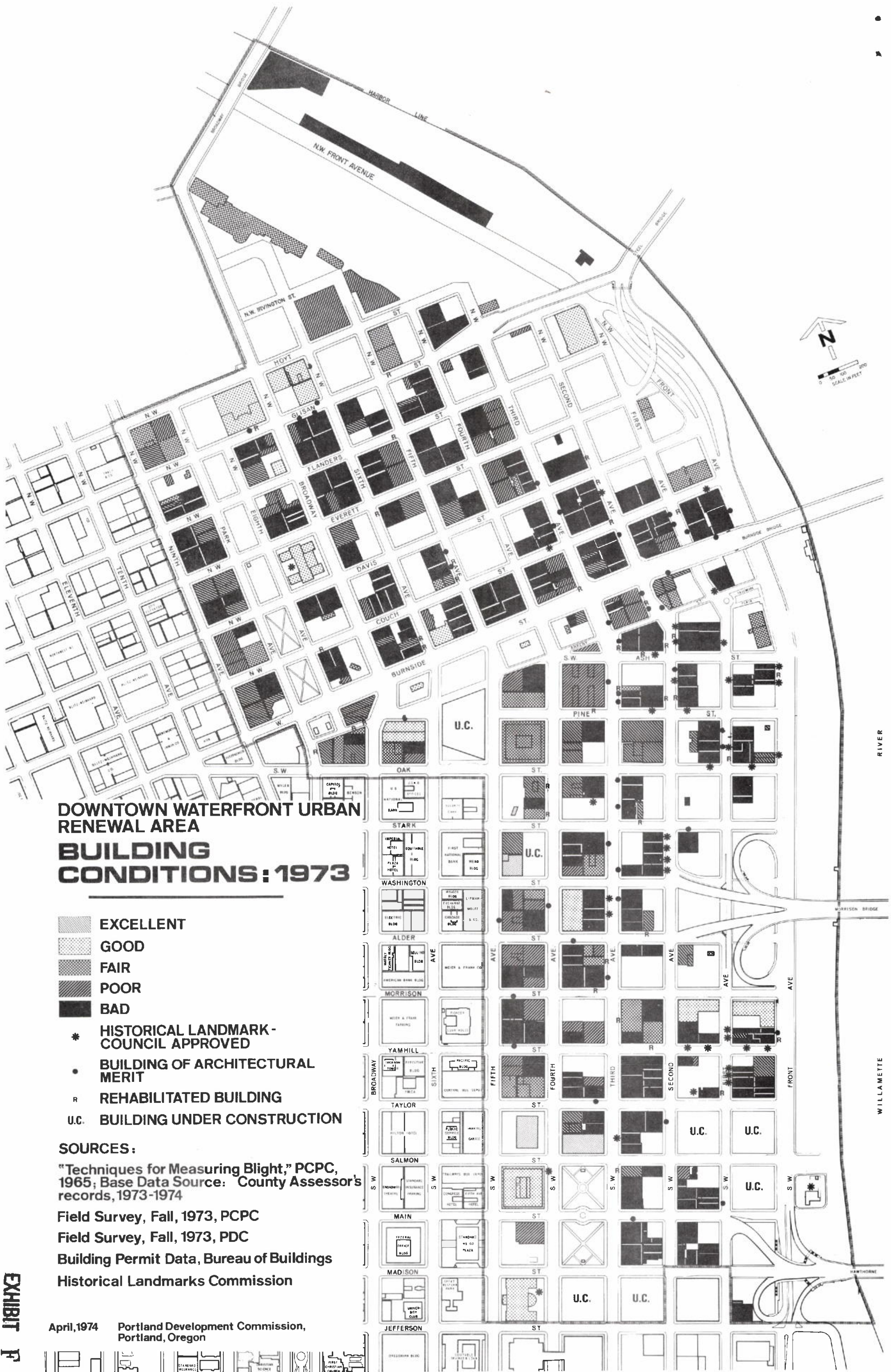
7. Inadequate public utilities or community facilities contributing to unsatisfactory living conditions or economic decline.

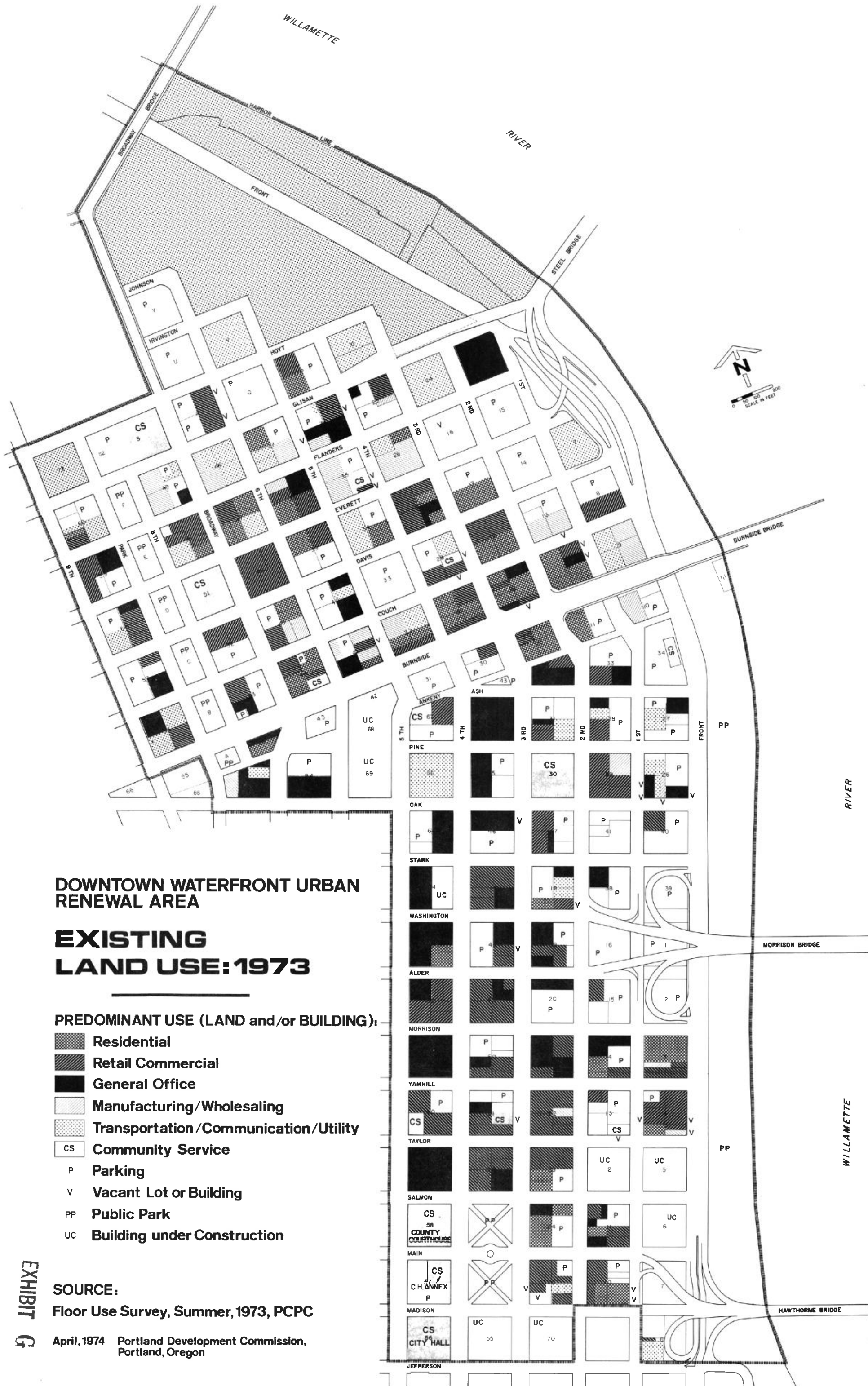
Parts of the area still have a combined storm and sanitary sewer system and this places an added burden on sewerage treatment facilities and contributes to the potential for pollution of the Willamette River.

Less than 5 acres, 2% of the area, is in developed parks. Only one public restroom facility in the area, located in the North Park Blocks. The area generally lacks trees and street furniture.

8. Other equally significant environmental deficiencies.

Old buildings in deteriorated conditions present a high fire hazard, primarily along First, Second and Third Avenues. The area has a high crime rate and transients often "live" on the streets. This results in a lack of desirability by other people to come into the area, particularly after dark. Primary problem areas are near S.W. Third and Salmon, and N.W. Third and Couch.





DOWNTOWN WATERFRONT URBAN RENEWAL AREA

EXISTING LAND USE: 1973

PREDOMINANT USE (LAND and/or BUILDING):

- Residential
- Retail Commercial
- General Office
- Manufacturing/Wholesaling
- Transportation/Communication/Utility
- CS Community Service
- P Parking
- V Vacant Lot or Building
- PP Public Park
- UC Building under Construction

SOURCE:
Floor Use Survey, Summer, 1973, PCPC
April, 1974 Portland Development Commission,
Portland, Oregon

EXHIBIT
G

6. CONCLUSION OF ELIGIBILITY

Based on the information contained in this Eligibility Report and Supporting Data For the Downtown Waterfront Urban Renewal Plan, and the additional referenced information contained in Exhibit D, Sources of Information and General Bibliography, it is overwhelmingly concluded that the Downtown Waterfront Urban Renewal Area is a blighted and deteriorated area as defined in the Oregon Revised Statutes, Chapter 457. It is further concluded that because of this, the area is detrimental to the safety, health and welfare of its inhabitants and users and the City of Portland at large, because of the existence of blighted and deteriorated conditions. Among these conditions are deleterious land uses, buildings and improvements which are deficient, traffic congestion which among other things results in air pollution, a disproportionate share of disease and crime compared with other areas of the City. It is further concluded that there is impairment of economic values and tax revenues and that these and all of the conditions just stated, have a harmful effect on rehabilitation, conservation, development and redevelopment in the area.