

# TESTIMONY SIGN-UP FOR

# 1467 - Time Certain 2 pm - West End Vision Plan

IF YOU WISH TO SPEAK TO THE CITY COUNCIL,  
PLEASE PRINT YOUR NAME AND ADDRESS BELOW

NAME

ADDRESS &amp; ZIP CODE

#	NAME	ADDRESS & ZIP CODE
1	Lili Mandel	1511 SW Park Ave. 97201
2	Irwin Mandel	1511 SW Park Ave. 97201
3	KEN GOODRICH	222 SW HARRISON #6A 97201
4	Tom Moyer	
5	Steve Naito	
6		
7		
8		
9		
10		
11		
12		
13		
14		
15		
16		
17		

Date: 10/13/99

Page 1 of \_\_\_\_

# A Vision Plan for the



July 8, 1999

35833

**A Vision Plan  
for the**



**July 8, 1999**

Acknowledgments:

West End Working Group  
West End Steering Committee  
Association for Portland Progress  
Downtown Community Association  
Portland Department of Transportation  
Portland Development Commission

Prepared by:

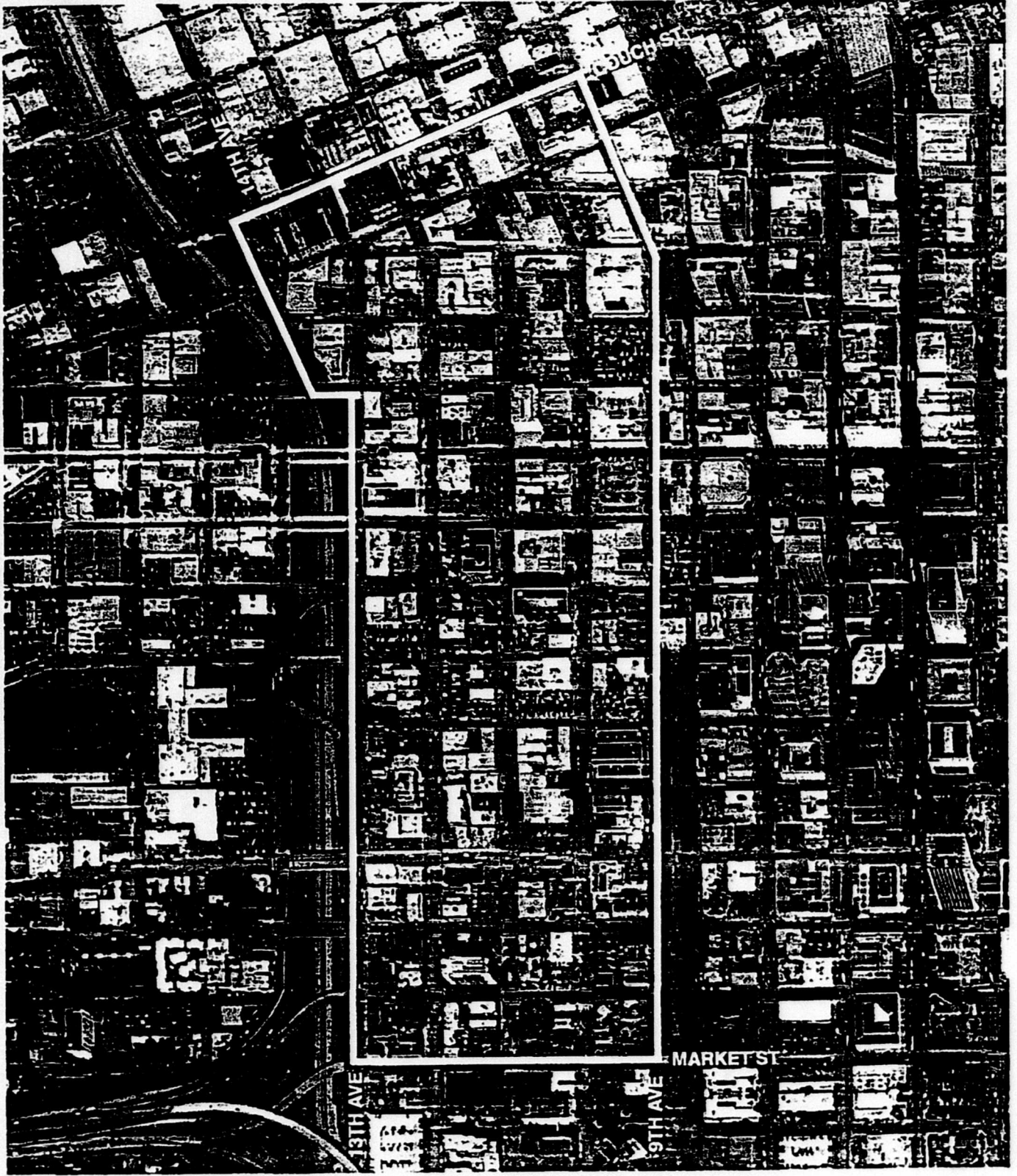
Zimmer Gunsul Frasca Partnership  
Steven M. Siegel & Associates

## Preface

The West End is a remarkable district within the heart of Portland. The area is home to a mix of extraordinary cultural destinations, a retail and service component with strong traditions, and a residential population.

It provides a cross section of urban society unmatched by other areas of Portland. Further, these activities are supported by an exceptional physical setting: by the proximity to downtown, by the adjacency to the Park Blocks, and by exceptional access to MAX, the Central City Streetcar and I-405. 10th Avenue can grow to be an outstanding Main Street. But, the West End has never matured as a community of related functions with a shared future. As a consequence, the potential of the West End to be a unique Portland neighborhood has not been realized.

This is a plan by the businesses and residents of the West End, to find and secure the energy that will bind the parts of the District together for the purpose of building a new community. They propose a community of dense and diverse employment, residential populations, services and institutions. It would be a community that links and complements its neighbors. It would also be a community that completes and advances the heart of Portland, and therefore, the potential of its citizens and the quality of its environment.



## Table of Contents

Background	2
West End Resources	4
Housing and Jobs	6
Vision	8
Strategy and Goals	10
Actions	12
West End Places	23
Park West Cultural Quarter	24
Galleria Area	28
Burnside Triangle	32

## Background

First established in the Downtown Plan (1972) and carried forward in the Central City Plan (1988) and the Downtown Community Association Residential Plan (1996), the City's vision for the West End has been one of a robust and diverse residential/mixed-use neighborhood — one that plays a critical role in creating a safe, livable and attractive 24-hour-a-day Downtown. While the West End has the potential to become such a neighborhood, its reality has not achieved its promise.

Since the adoption of the Downtown Plan, 1,368 new housing units have been constructed in the West End (this total excludes conversions or rehabilitations, but includes projects currently under construction or committed for construction), all requiring public subsidies of one kind or another. Of this total, only 191 units have been market rate housing. The remaining units are senior, disabled or affordable units. All have been rentals.

Of the slightly more than 2,000 housing units currently existing in the West End today, about 76% serve the 60% of median family income (MFI) or below market and another 17% serve the 61-80% MFI market. All are rental units, many of which exhibit 40% annual turnover.

The affordable housing, in itself, is not a problem — quite the opposite — it helps meet a critical citywide need and its importance is recognized and supported by most West End property owners. The problem has been the absence of complementary market-rate housing, home ownership, neighborhood retail and other commercial development. Unless this trend is reversed, the resulting West End neighborhood will be antithetical to City policy. Rather than a diverse neighborhood reflecting a full-range of incomes and offering retail and job opportunities to its residents, the West End may become a isolated enclave of affordable housing units.

In addition, the West End currently contributes little to the City's commercial and jobs goals. Roughly twenty years ago, the redevelopment of the Galleria was viewed as creating the commercial anchor for the District. As such it would draw visitors into the District, creating foot traffic to catalyze other commercial ventures. But the development of Pioneer Place, and the resulting spin-offs in the area surrounding Pioneer Place, shifted Downtown's center of gravity away from the Galleria to the point where it could no longer draw the customer base required for specialty retail, resulting in the loss of retail tenants and more lost foot traffic in and around the West End.



As a result, rather than catalyzing commercial opportunity in the West End, the Galleria now symbolizes the need for caution in investing in the District. Adding to this caution is the knowledge that as the commercial drawing power of the District has declined, some area and neighboring retailers have experienced a decline in sales volumes. Moreover national retailers who have considered locating in Portland have shied from the District, waiting to see more activity before investing.

These housing and commercial challenges of the West End feed off of one another. The active market-rate housing areas within the Central City have been those which offer active street life, neighborhood retail opportunities and jobs. Conversely, the absence of commercial development in the West End has hampered development of market-rate housing and neighborhood retail in the District.

The West End is also intended to serve an important role as a "connector" between its neighbors to the east, the Downtown Core and the University District, and its neighbors to the west and north, Goose Hollow and the Pearl District. But due to its inability to draw people into the District, the West End cannot serve an integrating role. Thus, rather than "connecting" neighborhoods, it currently merely serves as a conduit for pass through traffic.

Thus, this Plan focuses on ways to improve urban design and market conditions in the West End to better tap the District's potential to:

- Help meet City and Regional jobs and housing goals for the Central City.
- Foster market-rate housing, both rental and owner occupied, in the West End.
- Foster commercial development, both job-related and neighborhood retail-related, in the West End.
- Support affordable housing goals for the West End.
- Create linkages between the West End and adjoining neighborhoods.
- Anchor the west end of the Downtown retail core.

The West End Plan proposes a comprehensive strategy to address these issues, including recommending collaborative partnerships, amending parking policies, amending development code, establishing urban design principles for the District and specialized principles for sub-districts within the District, and others. These proposals must be viewed as an integrated package, for no one action, alone, will resolve the breadth of issues facing the West End.

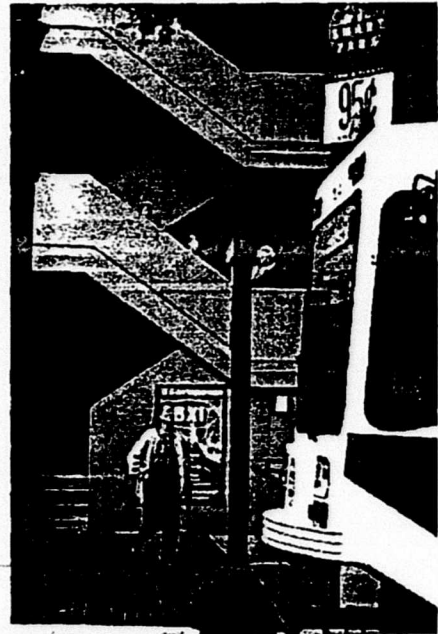
## West End Resources

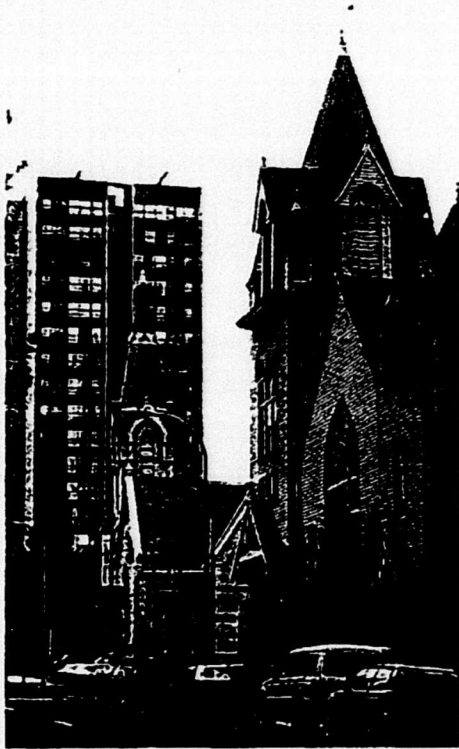
The West End is home to a large section of the Central City, bounded by Market Street and Couch Street, and from the South Park Blocks and I-405. The District is endowed with a collection of individual assets, that together create the potential for a vibrant community adjacent to the Central Business District.

The most valuable asset of the West End is its proximity to downtown. Housing in this location allows residents of the West End to live close to their work, benefiting both residents and the area's employers.

While the potential of this area is not yet fulfilled, existing commercial establishments profit from their adjacency to downtown. Stores along 10th Avenue attract shoppers from around the region. The Park West Garage provides convenient parking for visitors.

The West End has excellent transportation connections to the region. Extensive bus service, MAX, the Central City Streetcar as well as I-405 and U.S. 26 provide access to and through the District.





The District is a center for cultural, educational and spiritual activities. It is the home to the Central Library and the largest concentration of religious institutions in the city. The Cultural District of Portland adjoins the West End, and includes the Portland Center for Performing Arts, the Portland Art Museum and the Oregon History Center. Child care, the new PSU Elementary School, nearby Lincoln High School and Portland State University present educational opportunities for all ages. All of these resources draw visitors from around the region, and benefit the residents of the West End.

The West End has a long history as a residential district. Retail establishments ranging from grocers to florists support the residential population. The nearby Park Blocks enhance the residential environment with open space.

These West End resources provide a foundation for future investment, development, and revitalization, but absent the proactive measures proposed in this Plan, the existing resources alone will not be sufficient to achieve the vision established for the District. The Plan proposes to build on the District's existing strengths while improving and developing the area, benefiting the individual institutions and the entire community.

## Housing and Jobs

Region 2040 Plan goals and City policy call for a compact downtown with high density jobs and housing. The logical place for this density is in the Central City, where transportation and other infrastructure is best equipped for large working and residential populations. As a result, the City has established the goal of developing 15,000 new housing units and attracting 75,000 new jobs to the Central City over the next twenty years. Such growth is consistent with the West End vision, provided this growth assures high livability standards.

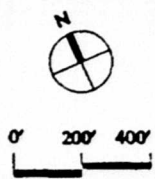
Through implementation of the vision plan, the West End will contribute 3,000 new housing units and 7,000 jobs. Implementation of the West End's commitment to housing and jobs assumes the following:

- Existing jobs and dwelling units will be retained or replaced.
- New jobs that benefit from the proximate housing resource will be attracted.
- Jobs providing variable shift work opportunities will be promoted.
- New housing will be catalyzed by the development of neighborhood retail and other commercial opportunities in the District.
- Housing will be constructed for varied income groups, ages and family sizes.
- Owner occupied housing opportunities will be promoted.
- Community services appropriate to residential, employment, and cultural activities will be developed.

It is the intent of the West End Plan to provide an expanded and enhanced resource of complementary jobs and housing. The employment and residential components of the District are related both strategically and functionally. Job and housing growth is a District-wide agenda rather than an individual project responsibility, for it is assumed a mixed-use neighborhood will be more inviting and accommodating than a collection of mixed-use projects.



- SW OAK ST
- SW STARK ST
- WASHINGTON ST
- SW ALDER ST
- SW MORRISON ST
- SW YAMHILL ST
- SW TAYLOR ST
- SW SALMON ST
- SW MAIN ST
- SW MADISON ST
- SW JEFFERSON ST
- SW COLUMBIA ST
- SW CLAY ST
- SW MARKET ST
- SW MILL ST



- KEY**
- BUILDINGS
  - BORDER OF WEST END AREA
  - RESIDENTIAL
  - CHURCH
  - NEIGHBORHOOD

## AREA USES

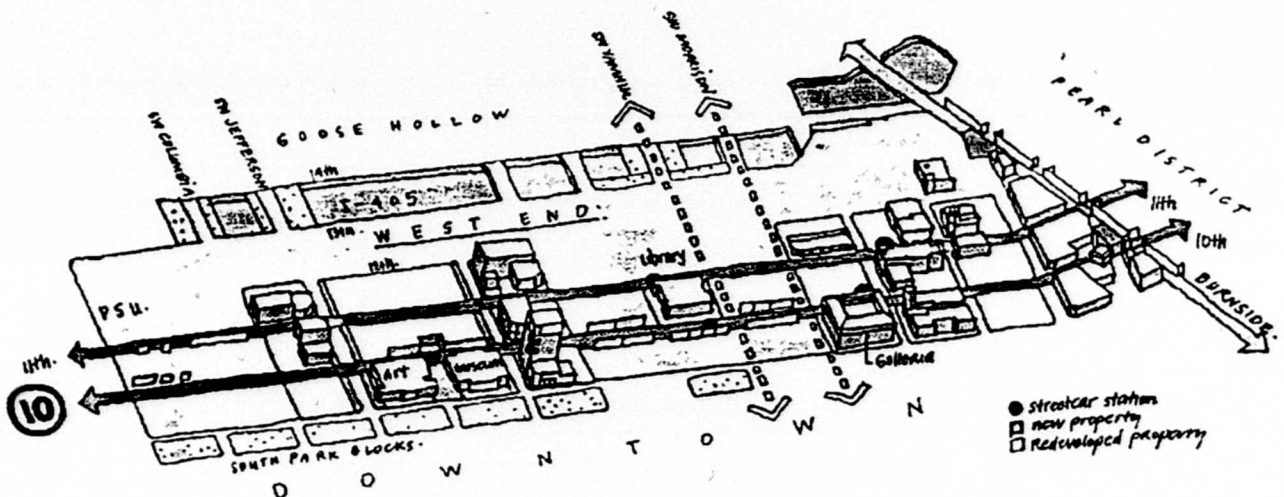
## Imagine a Community

- where people live and work
- where education serves the student from preschool through graduate school
- where the best collection of Oregon's institutions are located within blocks of each other
- where access to and from streetcar, MAX, and bus service make owning a car an option rather than an obligation
- where shopping is a pleasure
- where pedestrians walk tree-lined streets and parks among an architecture of consistent quality and varied age

## Imagine a place

- cosmopolitan in its diversity
- urbane in its culture
- rich in its activity
- and catering to all ages

A place where the young, the old, the wealthy, the poor, and all of those in between... wish to be.



*Imagine a community between Downtown, the Pearl District, and Goose Hollow/Stadium District focused on the Streetcar and 10th Avenue.*



## Strategy

In 1997, property owners, institutions, businesses and residents within the West End invited the City of Portland to co-invest in a project to define, design and implement a program that would establish the West End as a critical and cohesive community in the core of the city. Their premise was that this portion of the City offered unmatched potential to exhibit and sustain the urban culture to which Portland aspires. Their resolve was to identify and execute a composite of changes to land use, taxation and capital improvement programs that would establish a new and enduring collaboration between area businesses, institutions, residents and the City.

Four goals synthesize the vision and intent of the West End and its future. Individually, they lay the groundwork for a series of actions that follow, each with specific recommendations. These actions define the path to enrich the nature of the West End and increase the contribution of the District to the City of Portland.



**Goal 1: To transform a district of exceptional assets into a community of interdependent activities.**

The West End includes valued cultural resources, a commercial corridor of regional significance, and residences and services with a strong history. Our opportunity is to meld and focus these functions in a manner that they begin to form a social, economic and physical district that is complete and enduring.

**Goal 2: To attract and focus new housing and jobs.**

The West End can support the growth goals of the Central City by attracting 3,000 housing units and 7,000 jobs in a location adjacent to the Central Business District.

**Goal 3: To create a district that is stable, dense and diverse.**

The West End is uniquely suited to serve the city as an urban residential, employment and institutional community. The area can leverage existing assets in order to achieve desirable density in the Central City. Increased residential density in the West End should provide rental and home ownership opportunities for a variety of income levels and family types. Similarly, employment opportunities should be varied, and the current stock of class A, B, and C office space should be preserved and expanded.

**Goal 4: To connect and complement neighboring districts.**

Intersected by MAX and the streetcar and bordered by Burnside and I-405, the West End is a crossroad between Central City communities. By achieving its vision, the West End can be the force that binds and reconciles Downtown, Goose Hollow/Civic Stadium, the Pearl and University Districts, as well as the neighborhoods beyond.

**And therefore, to renew and enrich an area at the heart of Portland so that the West End may reflect Portland at its best and advance the potential of the City.**

## Action 1

### **Preserve and develop affordable housing, market rate housing and home ownership within the District.**

This Plan envisions 3,000 new housing units in the West End, serving diverse income levels and family types and providing rental and ownership opportunities. Increased residential density in the West End and continued public subsidy will help provide rental and home ownership opportunities for a variety of income levels and family types. To nurture market demand for market rate housing and owner occupied housing development, the Plan seeks to establish a mixed-use district, with neighborhood retail and job opportunities for the diversity of community residents (see Action 2).

In seeking greater amounts of mixed-uses and higher densities, special care must be taken to ensure that affordable housing is preserved and that future development of affordable housing is facilitated.

Accordingly, the following actions should be taken:

1. Amend or clarify City policy regarding housing in the West End to:
  - (a) Support the construction of 3,000 new residential units in the District for a diverse population.
  - (b) Prioritize the development of a significant base of owner occupied dwelling units within the District, both affordable and market rate.
  - (c) Promote the development of market rate rental housing projects within the District.
  
2. Increase the base (excluding any applicable bonuses) maximum allowed Floor Area Ratio (FAR) in the District to 12:1 from the existing the 6:1 and 9:1 limits.
  
3. To ensure the availability of land for residential development:
  - (a) Revise the Central City Transportation Management Plan (CCTMP) to permit property owners to retain and relocate existing surface parking space allocations into structured parking when a parcel is redeveloped.
  - (b) Support public and private assembly of land for residential and mixed-use development projects.

4. To help achieve West End housing objectives, the City should
  - (a) Retain the level of tax increment financing available to preserve existing affordable housing units in the West End, as set forth in PDC's Five Year Plan, and consider accelerating the expenditure of these funds, if needed to respond to the possibility of rising land values.
  - (b) Retain the level of tax increment financing available for the development of new affordable housing units in the West End, as set forth in PDC's Five Year Plan, and prioritize its use for owner occupied housing and housing projects serving the 61 to 80 percent MFI market.
  - (c) Make use of the 10-year property tax abatement authority for home ownership development in the District.
  - (d) Make loan funds available for market rate housing projects in the District.
5. Develop a public-private partnership to demonstrate the viability of (i) home ownership in the District and (ii) the use of co-development as a financing mechanism (by the City retaining a share of profits) for affordable housing in the District.
6. To preserve affordable housing in the District, consider expanding the existing authority to transfer unused development rights from a parcel in use as an SRO to permit such transfers from parcels in any affordable housing use (not just SRO).
7. Consider the establishment of a new bonus provision wherein
  - (a) a developer of a commercial project may contribute funds to a City administered affordable housing preservation and development account and receive FAR and/or height bonuses in exchange, and
  - (b) the 3:1 limit on using FAR bonuses is eliminated, leaving building mass to be controlled by height limits and design review
8. Sustain a stable inventory of services related to affordable housing in the District.

## Action 2

### Promote mixed-use development in the District.

Current development regulations for the District are aimed at achieving a mixed-use district by requiring housing and permitting certain limited office and retail uses as part of that residential development (either in the same building or in a separate building that is combined with the residential building to form a single multi-building project). The effectiveness of these regulations has proven to be elusive. They have not yet fostered market rate housing or owner occupied housing, nor have they shown the capacity to achieve the mixed-use character envisioned by current plans, in particular the ability to facilitate development of neighborhood retail or jobs.

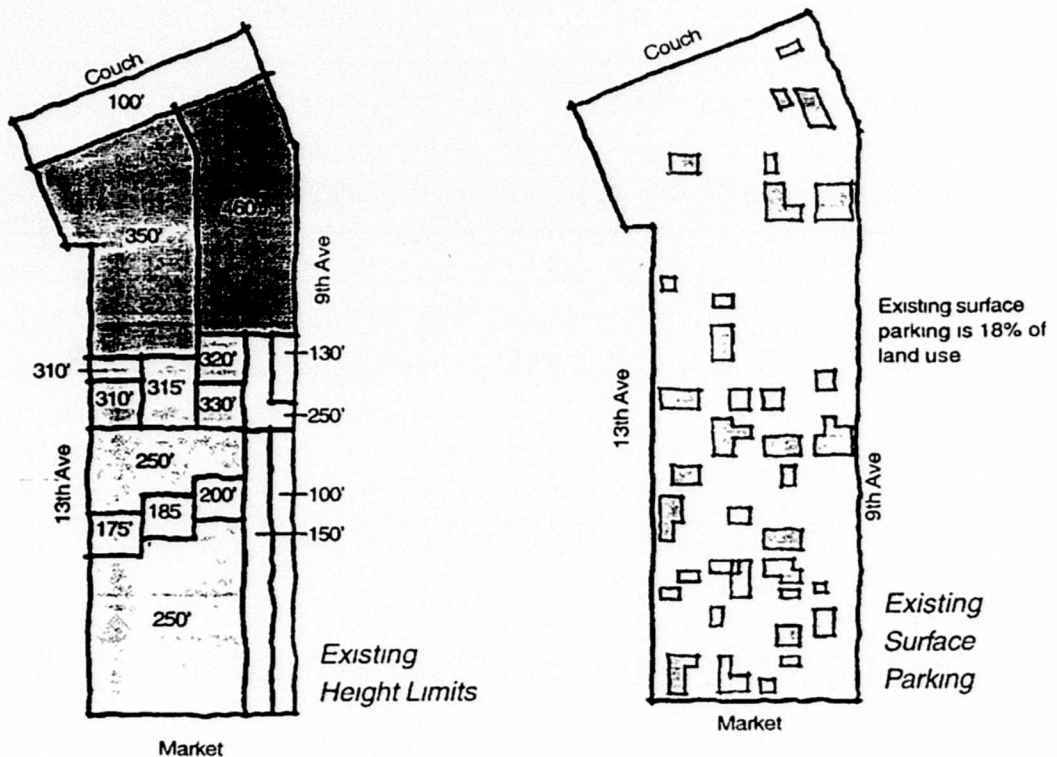
The promotion of these mixed-uses is viewed as a necessary step towards achieving housing goals for the District. It is also essential for taking advantage of the unique attributes of the District to achieve Central City jobs goals.

The most concentrated residential development in the Central City has occurred in areas zoned CXd (central city commercial) rather than RXd. A more general zoning designation, framed by the joint development of complementary public and private developments, would provide an effective impetus for accelerated and coordinated redevelopment of residential, institutional and commercial uses.

Accordingly, the following actions are recommended to be undertaken

1. Amend City policy regarding employment in the West End to encourage the attraction of 7,000 new jobs to the District.
2. To facilitate the mixed-use character, neighborhood retail and jobs objectives proposed for the District.
  - (a) Rezone the RX portion of the West End to Cxd.
  - (b) Consider the need for regulations which complement the CX zone within the West End to preserve affordable housing units.
  - (c) If needed, develop supplementary design guidelines specific to the District.
3. As previously proposed, increase the maximum FAR to 12:1 to encourage development alternatives that are not currently feasible and would accommodate a greater mix of uses, density, and vitality on a project by project basis.
4. Also, as previously proposed, allow property owners to retain and relocate surface parking spaces into structured parking when a parcel is redeveloped to facilitate land availability.

- 5 To ensure an adequate amount of less expensive commercial space to support target industries and start-up companies, continue to develop subsidies and seek tax credits for seismic and ADA upgrades to existing Class B and Class C office buildings.
- 6 Expand the use of tax increment and explore the use of tax abatement to support the development and expansion of neighborhood retail uses in the District.
7. To facilitate access to the recommended job base in the District, open the MAX station for West Side Light Rail on Morrison Street between 12th and 13th Avenues.
- 8 Establish a public-private partnership to revitalize the Galleria as a mixed-use project (as described in the section entitled Galleria Quarter) to catalyze development in the remainder of the District and anchor the west end of Downtown's retail core.
9. Leverage the revitalization of the Galleria by encouraging the phased development of the surface parking block to its north (Block 216) as mixed-use project (as described in the section entitled Galleria Quarter).

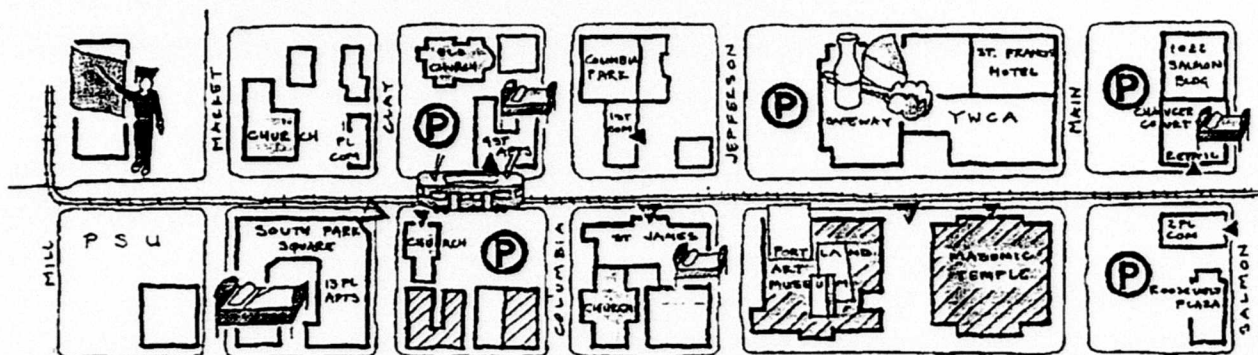


## Action 3

**Develop 10th Avenue as a Great Street that is the focus and catalyst for the District.**

Through the proximity to downtown jobs and amenities as well as new transit options, the West End offers a concept of urban living that is not automobile dependent. The Central City Streetcar will connect the vital Northwest and Downtown neighborhoods to PSU, and along the way will connect many of the District's most noteworthy commercial and institutional resources. In addition to providing links beyond the community, the streetcar will energize the existing environment of 10th Avenue into a retail and activity spine, and provide opportunities for nodes of activity at stations. The following actions should be undertaken:

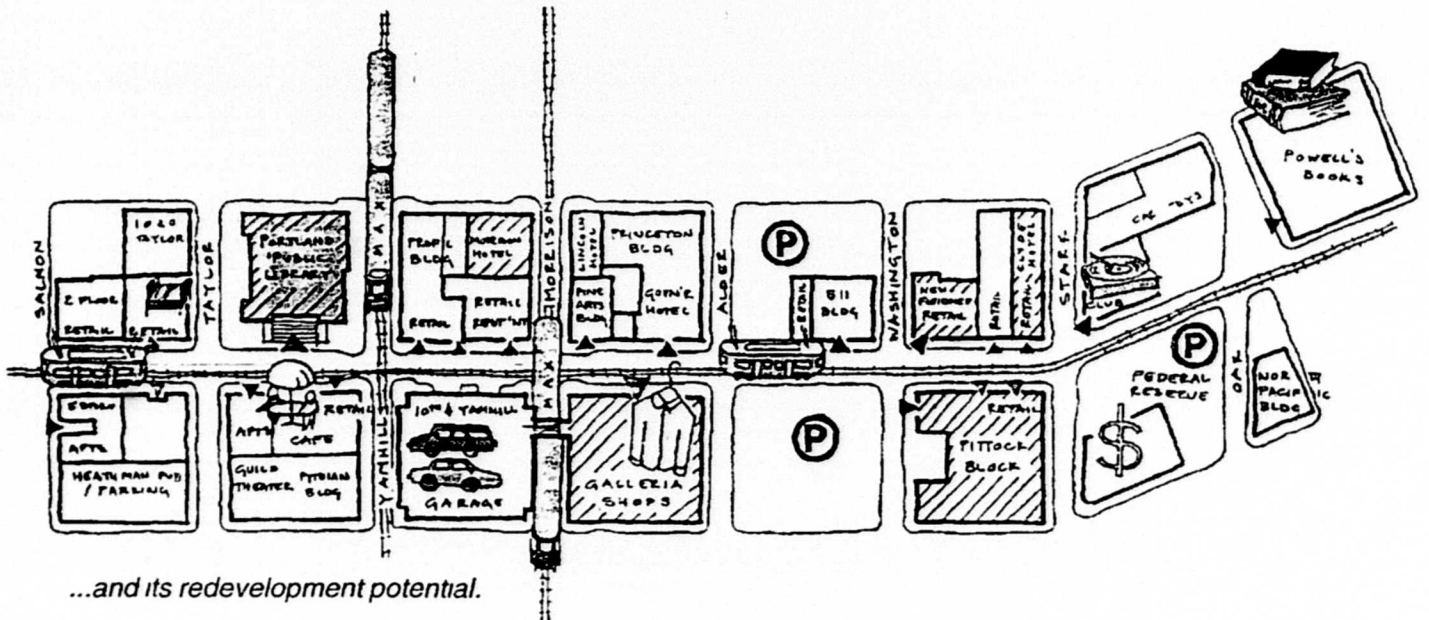
1. Implement the Central City Streetcar and promote the extension of the Streetcar line to other neighborhoods.
2. Strengthen 10th Avenue as a destination shopping street by facilitating the redevelopment of developable properties along 10th Avenue into uses that benefit District visitors *and* serve District residents and workers.
3. Establish a wayfinding system linking mass transit, shopping and dining opportunities.
4. Manage vehicular flow and pedestrian zones to complement adjoining uses.
5. Redevelop the frontage of businesses, residences and institutions to establish an interdependent relationship between adjacent activity and street.
6. Provide area for the extension of abutting retail uses onto the sidewalks.
7. Facilitate redevelopment in the Galleria Quarter (see the section entitled Galleria Quarter).



10th Avenue - a street distinguished by the number and diversity of its attractions...



Enrich and improve the public realm on 10th Avenue to capitalize on the presence of the Streetcar.



...and its redevelopment potential.

## Action 4

### **Integrate the West End Community with surrounding neighborhoods.**

The West End is bounded by distinct neighbors. The physical boundaries separating the West End from its neighbors may be improved to encourage connections and beneficial relationships. The following actions will improve the West End edges to increase district identity and provide area gateways:

1. Redevelop Burnside to establish it as a front door for the District, rather than a barrier between the West End and the Pearl District.
2. Support programs to bridge and cap I-405 to connect the West End to the Goose Hollow/Stadium area and integrate its development with the West End
3. Support redevelopment projects along the existing Park Blocks and 9th Avenue which create linkages between Portland State University, the Cultural District, the Downtown and the West End.
4. Facilitate redevelopment of the Blitz Weinhard parcels as described in the section entitled Burnside Triangle.

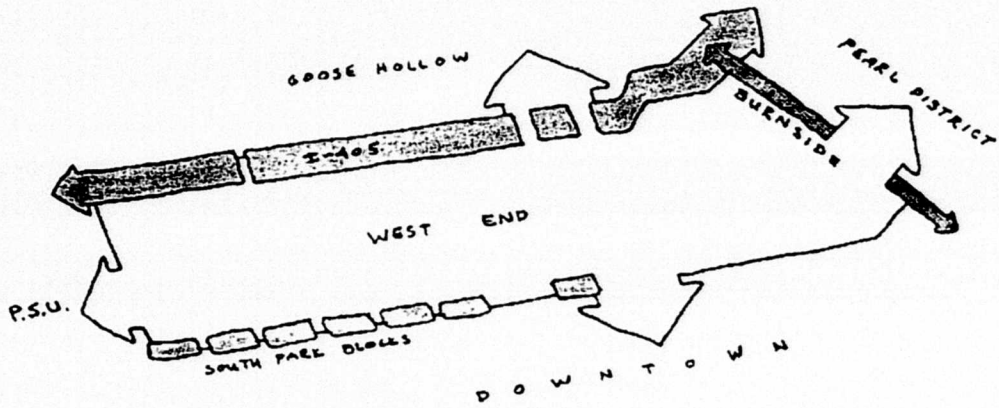
*I-405*



*Portland  
State  
University*







*The West End is bounded by streets and parks that can link the District with its neighbors.*



*South Park  
Blocks*



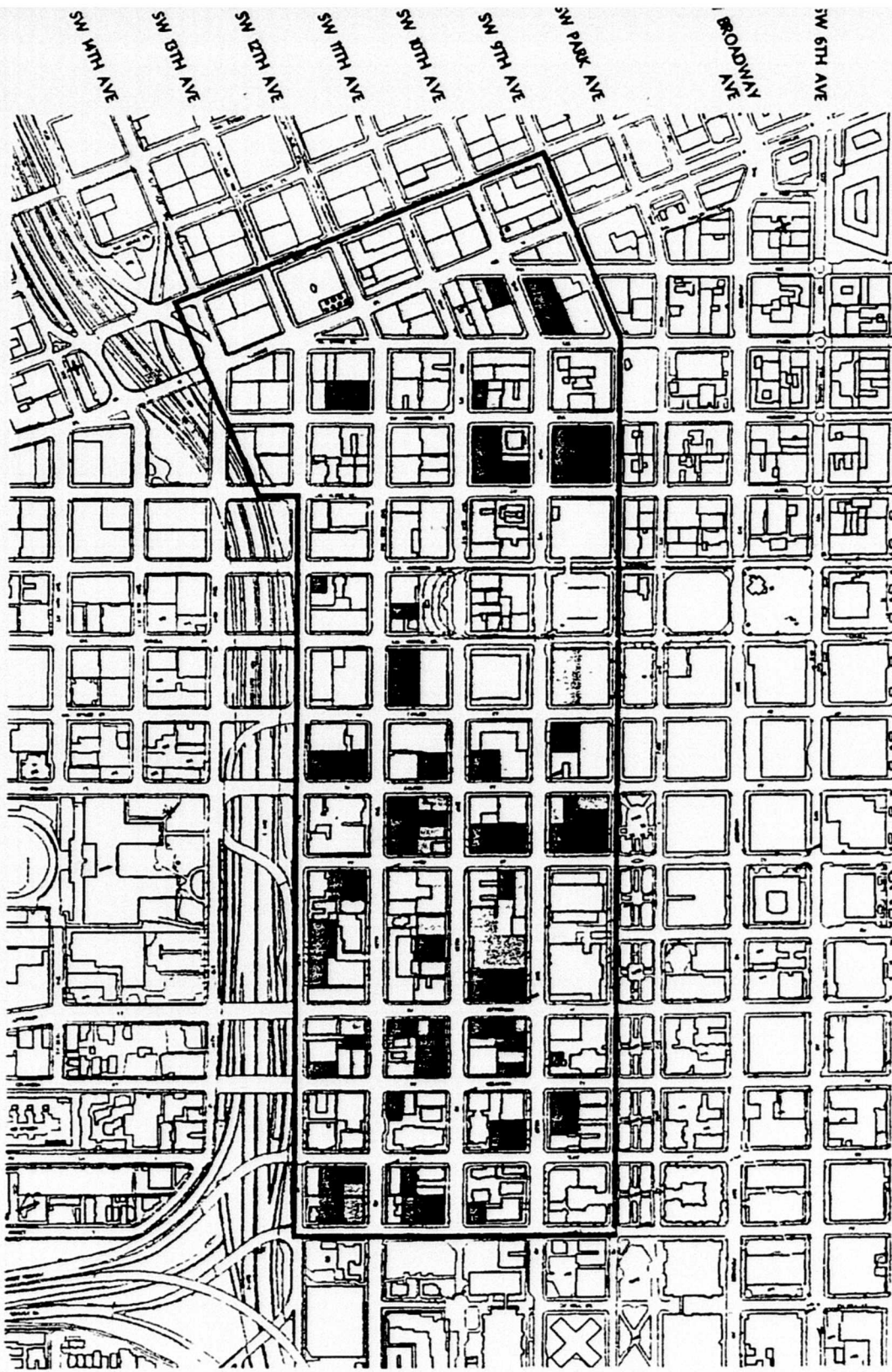
*Burnside  
Street*

## Action 5

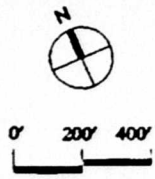
### **Create the organizational and institutional linkages required to realize the West End Vision.**

The West End has not benefitted from the active and continuous attention of programs aimed at its unique set of opportunities and challenges. Furthermore, while the presence of several unique institutions is a significant asset of the District, inadequate collaboration between these institutions results in not being able to fully leverage their benefits to the District. Accordingly, it is recommended that the following actions be undertaken:

1. Expand Clean and Safe services throughout the District.
2. Establish a West End Retail Council.
3. Establish public-private partnerships to improve substandard commercial buildings to house new jobs.
4. Ensure West End participation in Central City incentive packages for target industries.
5. Form a West End Council within APP.
6. Establish program collaboration for such events as the Lewis and Clark Bicentennial between the Central Library, the Art Museum, the History Center, Performing Arts Center, Portland State University and the religious institutions of the West End.
7. Pursue curricular collaboration between PSU, Lincoln High School, the new elementary school and existing and future preschools.
8. Establish a collaborative public-private effort to attract Creative Services and other applicable target industries to the West End.



- SW OAK ST
- SW STARK ST
- WASHINGTON ST
- SW ALDER ST
- SW MORRISON ST
- SW YAMHILL ST
- SW TAYLOR ST
- SW SALMON ST
- SW MAIN ST
- SW MADISON ST
- SW JEFFERSON ST
- SW COLUMBIA ST
- SW CLAY ST
- SW MARKET ST
- SW MILL ST

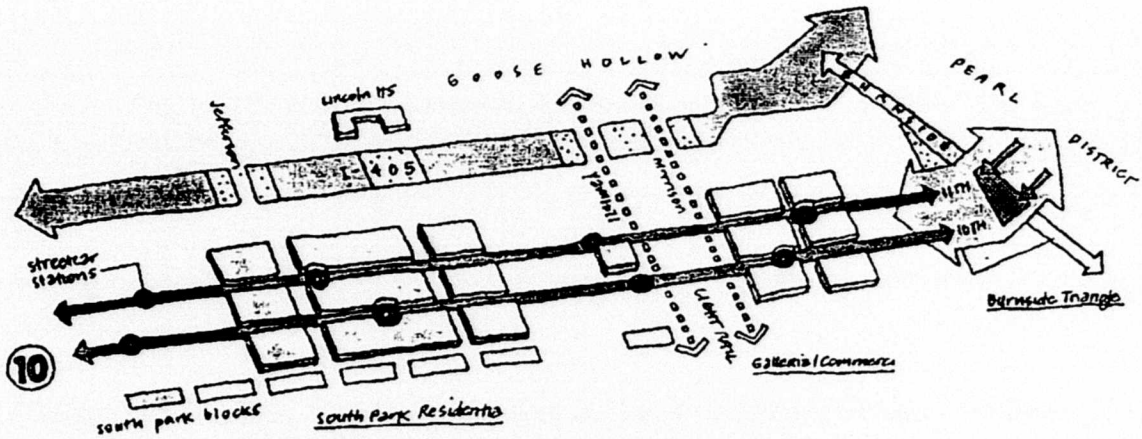


- KEY**
- BUILDINGS
  - BORDER OF WEST END AREA
  - SURFACE PARKING
  - UNDERUTILIZED PARCELS

## DEVELOPMENT PARCELS

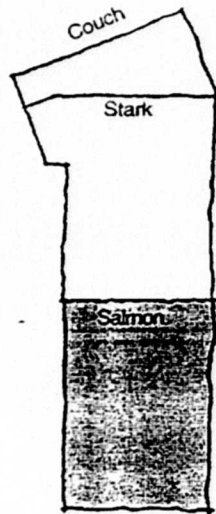
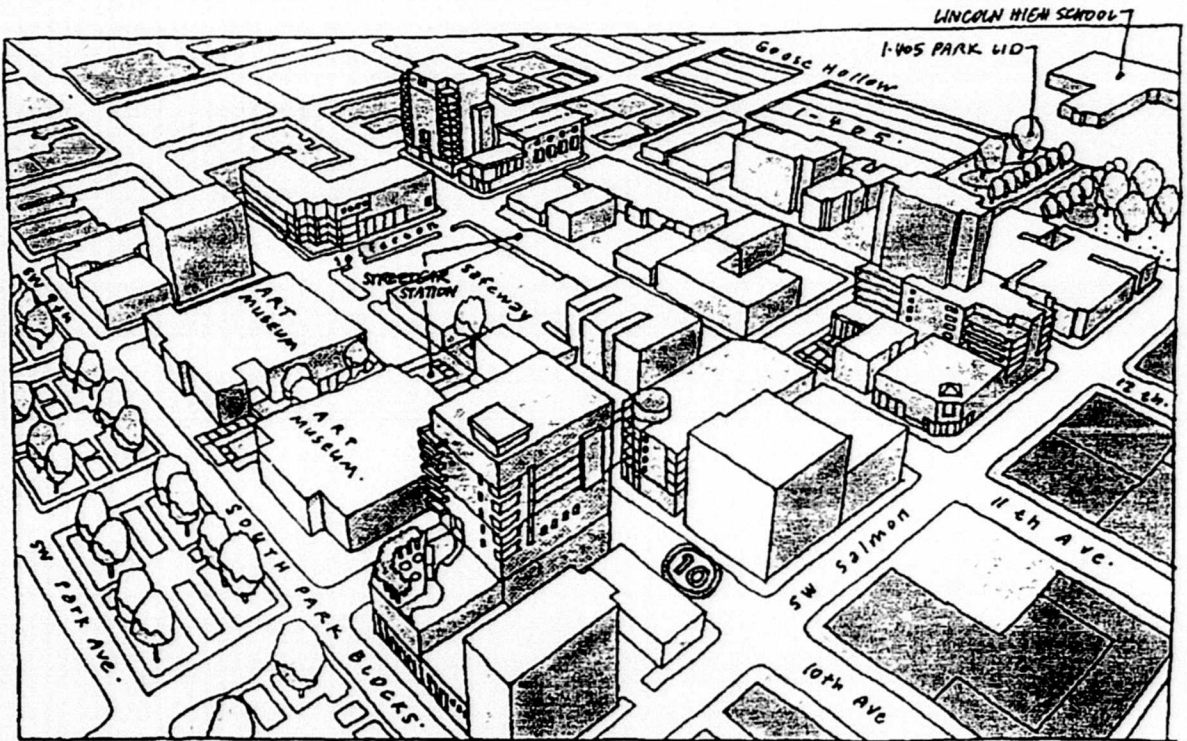
## Three West End Places Objectives, Projects and Programs

The West End Vision proposes that redevelopment focus on the three existing centers of activity Park West, Galleria and Burnside areas. The following pages describe the objectives, character, and potential projects and programs specific to each area. While there is significant overlap, each area benefits from a unique development emphasis appropriate to its existing environment and its individual development potential.



*The three places of the West End*

cultural quarter  
**park west**



### Park West Cultural Quarter

The south area of the West End provides an intense mix of cultural facilities and residential uses. It also offers a substantial amount of developable property. These parcels should be redeveloped with a mix of housing, residential services, and employment where appropriate. Neighborhood activity will cluster around the Streetcar stops on 10th and 11th Avenues.



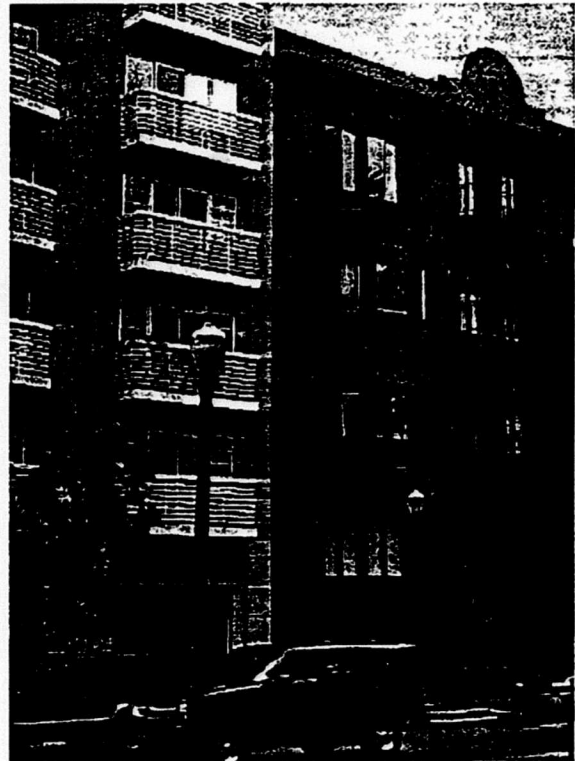
# neighborhood

## Residential Streets

Street improvements will add to the residential atmosphere of the south area. The neighborhood offers wide sidewalks that may be improved for a variety of conditions. Wider sidewalks at streetcar stops on 10th Avenue will encourage sidewalk activity. Additional street trees, benches and sidewalks along 11th Avenue will enhance the residential environment.

## Housing

A variety of housing opportunities in the West End exist in both the rehabilitation of a number of significant unoccupied or underutilized buildings and in new infill construction on undeveloped lots.



# park west cultural quarter

## Objectives

- Create an urban neighborhood with its own identity in the city.
- Develop an area where residents have a vested interest in the neighborhood.
- Implement a strategy for developing a residential base of mixed incomes
- Provide essential residential services to the community.
- Use public resources to provide residential amenities.



## Projects

---

- Build Central City Streetcar stops at the center of the residential quarter
- Develop parcels between 9th and 12th Avenues along Main Street for high rise residential properties.
- Encourage grocery redevelopment as a mixed-use property with housing above
- Support activities to cap portions of I-405 to improve the connection to Lincoln High School.
- Develop a community center, potentially making use of the YWCA facility.
- Explore street improvements that will assist in slowing traffic

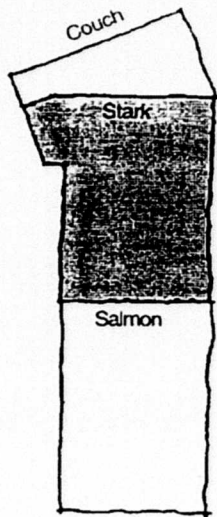
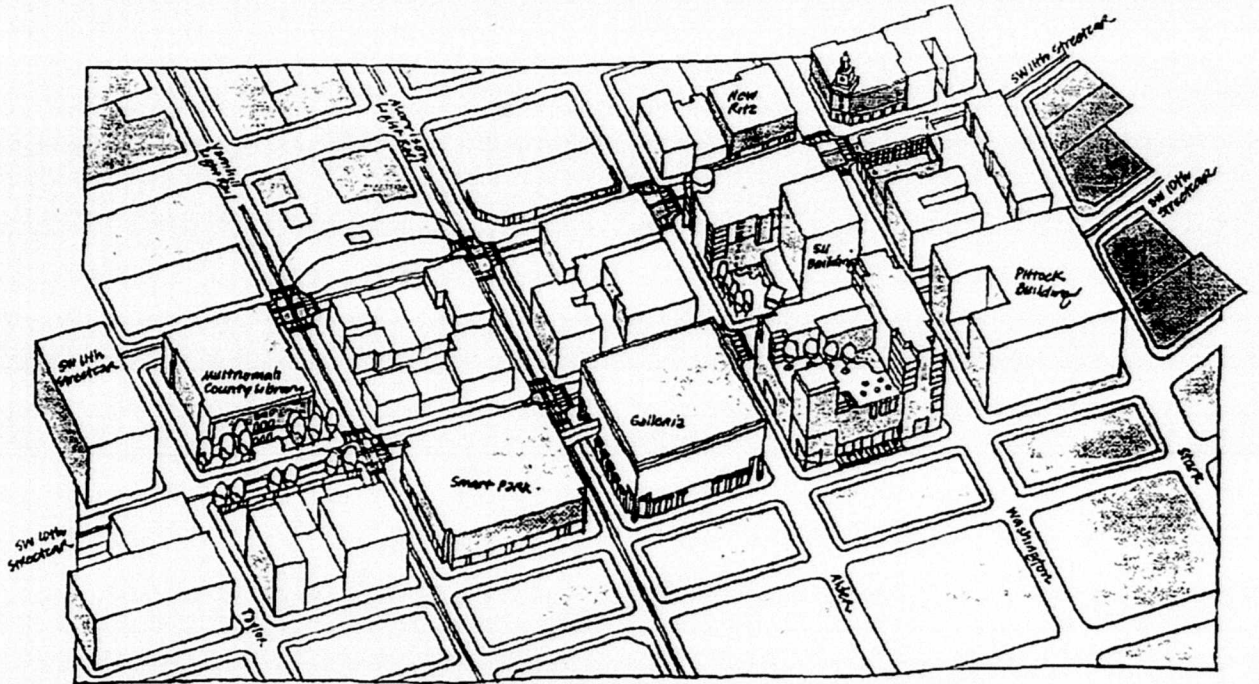
## Programs

---

- Endorse and encourage Portland State University Elementary School.
- Strengthen ties with PSU to encourage interaction between the neighborhood and the University.
- Strengthen ties to the Cultural District to increase the institutions' roles as neighborhood assets.
- Explore development of special admission programs with South Park Blocks cultural institutions.
- Encourage Car Share Programs.
- Recruit retailers oriented to residential needs
- Encourage retailers to extend hours to accommodate the residential population.



# galleria quarter



## Galleria Quarter

The Galleria area will need to define and lead the West End revitalization. It is home to many strong retail shops and benefits from its location on the east-west light rail line. This area has significant potential to add jobs and commercial activity to the West End, with developable properties and desirable adjacency to the central core of the city. The realization of this potential hinges on the future of the Galleria and the mixed-use potential which can leverage further investment in the District and the subsequent phased redevelopment of the surface parking block to the north of the Galleria



## civic anchors

### Multnomah County Library

The Central Library remains an important cultural institution within the West End. The area should capitalize on the public investment by organizing activities centered on the Library.

### Street Retail

Strong retail streets along the light rail line pass through the District. Restaurant Row along Morrison is a growing success, and other retail opportunities abound throughout the District. The Galleria is a substantial anchor yet to achieve its full potential.



*Telegram Building*

galleria quarter

**Objectives**

- Activate 10<sup>th</sup> Avenue from Salmon to Washington as great destination street centered on retail.
- Define the Galleria subarea as a commercial center to encourage job growth.
- Build links to Downtown retail and to the Stadium area
- Strengthen the existing employment and commercial base
- In-fill with residential projects focused on market rate owner-occupied condominiums



11TH STREET NEIGHBORHOOD MARKET WITH HOUSING ABOVE.



Strengthening existing retail, providing more housing, and taking advantage of transportation links will create a vitality that will nurture and support the development of new amenities such as neighborhood markets, independent retail, and day care that will ultimately support the downtown community.

## Infrastructure Projects

---

- Build Central City Streetcar stops at the Central Library
- Widen the sidewalk where appropriate to increase building frontage and furnishing zones for retail and dining activity
- Redesign the 10<sup>th</sup> and Yamhill Smart Park garage to be more retail and pedestrian friendly.
- Activate the pedestrian zone of the Tri-Met turnaround for pedestrian use.
- Develop Park Block 5 between Yamhill and Taylor Streets to connect with downtown
- Improve the Park and 9<sup>th</sup> Avenue as a retail link between downtown and 10<sup>th</sup> Avenue
- Redesign the links over I-405 at Morrison and Yamhill to connect the West End with the cultural and commercial entities in the Stadium/Goose Hollow neighborhood.

## Programs

---

- Encourage other public/private partnerships that produce job growth.
- Develop an area Shopper's Guide
- Develop independent retail and employment incubator programs.
- Explore establishing a holiday lighting and decorations program for West End businesses.
- Continue PDC's facade improvement and lighting enhancement programs.

## Key Redevelopment Projects

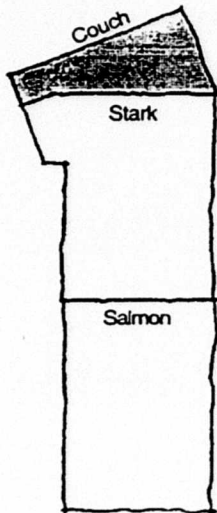
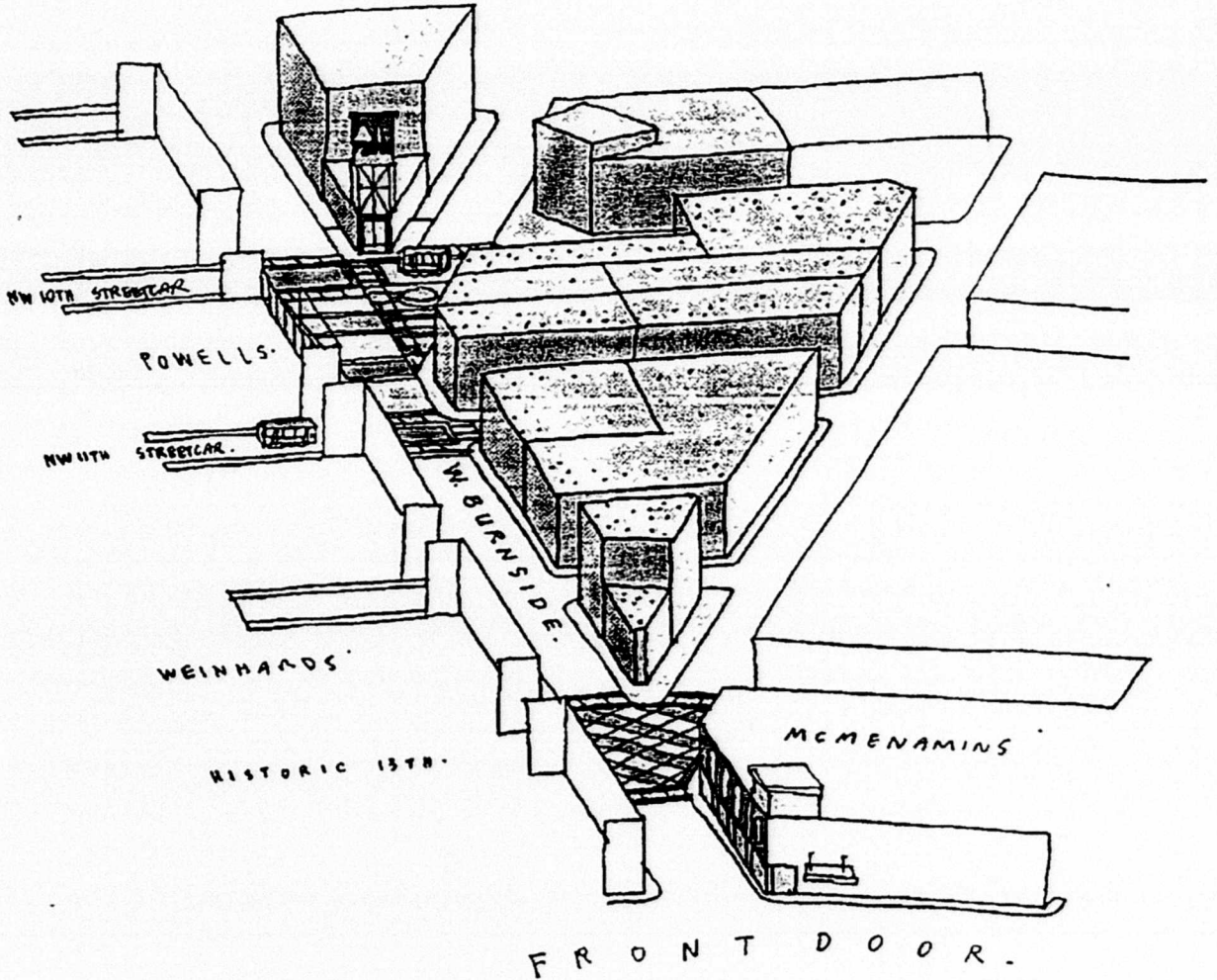
---

The Gallena has long been considered the catalyst for commercial development in the West End. Redevelopment of this property to its fullest would strengthen the West End's retail market by creating a critical mass to draw shoppers into the District, thereby supporting other retail establishments, existing and new. As a result, a public-private partnership is recommended to create a catalytic mixed-use project at the Gallena, possibly consisting of

- (a) A ground-floor market possibly similar to Pike's Market in Seattle, a retail gallery employing unique local retailers such as Made in Oregon and Mario's or other pedestrian intensive retail use;
- (b) Large Floor Plate commercial office space in the upper levels bringing much needed communication-intensive technology and creative jobs to the area;
- (b) An additional penthouse level added for residential use.

The other key redevelopment parcel in the Gallena Quarter is the surface parking block immediately to the north of the Gallena (Block 216). Redevelopment prospects for Block 216 will be leveraged by revitalization of the Gallena. It is imagined that a dynamic mixed-use project would be developed in phases on Block 216 with ground floor retail, commercial uses in the middle floors and condominiums on the upper floors. The implications of redevelopment of the Gallena followed by the phased development of Block 216 would spread throughout the District, with spillover shoppers, commercial vitality, and the attraction of a housing and jobs benefiting from the proximity to such mixed-uses.

**Burnside Triangle**



**Burnside Triangle**

The Burnside area is the front door to the District. Many businesses here draw visitors from around the region, for shopping, dining and night life. Current conditions such as the large number of buildings in poor condition and area social problems must be addressed. Street level retail should be reinforced and infill development encouraged without disrupting the scale and atmosphere of the triangle.

# Entertainment

*Crystal  
Ballroom*

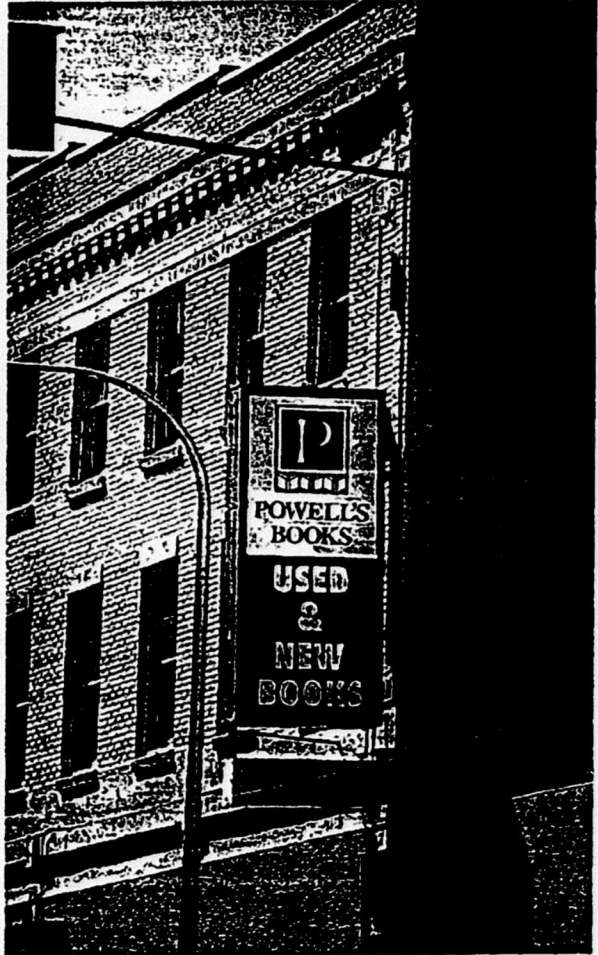


## Nightlife

The Burnside Triangle is host to a large number of nightclubs, bars, and restaurants. The area can grow as a downtown entertainment district.

## Signature Retail

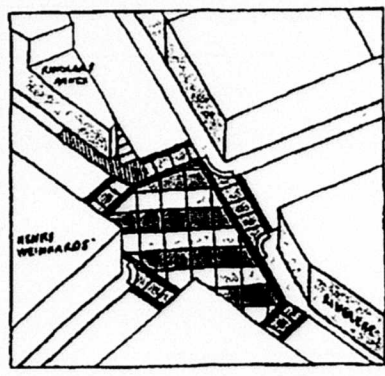
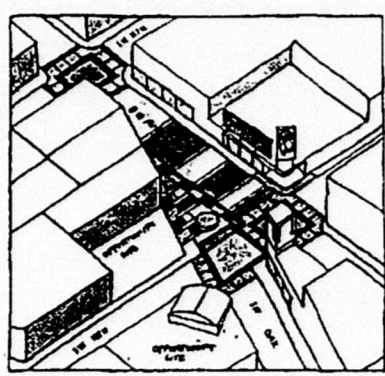
The West End district identity begins at Burnside, with unique stores known throughout the city. Among those is Powell's books, which draws shoppers from around the region.



# burnside triangle

## Objectives

- Create an identifiable gateway to the West End
- Improve Burnside to link the West End with the Pearl District.
- Preserve and encourage redevelopment of the existing building stock.
- Develop new infill projects to reinforce the varied character of the existing built environment



Street improvements along Burnside will create an identity for the West End, and help to bridge the divide to the Pearl and River Districts. Intersections and 10th and 13th provide the greatest potential for developing enhanced pedestrian crossings and plaza areas.

## Projects

---

- Build Central City Streetcar stops adjacent to Burnside at Powell's Books
- Encourage exterior improvements to area buildings.
- Redesign Burnside Street with continuous treatment from 9th Avenue to I-405.
- Develop plazas along Burnside at critical intersections to identify the District
- Identify redevelopment opportunities on parcels abutting intersection plazas.
- Redevelop the Telegram Building

## Programs

---

- Focus retail towards locally owned and run businesses and unique restaurants.
- Explore retail study feasibility for north area retailers, in conjunction with the Pearl District.
- Maintain and expand PDC's facade improvement and lighting enhancement programs.

## Key Redevelopment Projects

---

The introduction of the Blitz Weinhard five city blocks into the redevelopment mix along Burnside makes it clear that the future of the Burnside Triangle and its tie to the Pearl District will be dramatically changed. While the specifics of such a redevelopment cannot be defined in this West End Vision Plan, certain relationships must be addressed. The key issue is the future of Burnside Street.

Efforts are already underway in the Old Town/China Town area to determine how to mitigate the barriers, both urban design and economic in nature, created by Burnside Street. These efforts should be continued west of 9th Avenue to the West End and beyond. A working committee of all affected districts should be formed to mutually address this concern.

Street improvements along Burnside should aim to enhance the pedestrian environment and change the atmosphere of Burnside to one you are within, rather than one you simply pass through. Such improvements will create the identity in the most visible area of the West End and help to bridge the current artificial divide between the West End and the Pearl and River Districts.

The Blitz Weinhard parcels have a significant role to play in bridging Burnside, regardless of the use of the property. Large housing developments bring a number of new residents in the area, supporting the entertainment and retail uses. Commercial development also increases the number of people in the neighborhood, and draws the commercial core of the city further north. Regardless of use, the development of the first floor street facing zones are the most critical to current West End Uses. Any redevelopment of the Blitz Weinhard parcels should be required to:

- (a) establish a front-door on Burnside for the development which includes retail uses;
- (b) connect to other parcels along Burnside with continuous sidewalk improvements; and
- (c) incorporate improved pedestrian facilities and crosswalks



35833

**Resolution No.**

Accept the West End Vision Plan created by the West End Steering Committee and direct the Bureau of Planning (BOP), Office of Transportation (OT), Office of Planning and Development Review (OPDR) and the Portland Development Commission (PDC) to develop a comprehensive evaluation and response to the actions proposed. (Resolution)

WHEREAS, the City's vision for the West End as a vital mixed-use neighborhood was first articulated in the Downtown Plan (1972), and reaffirmed in the Central City Plan (1988), and the Downtown Community Association's Residential Plan (1996); and,

WHEREAS the Association for Portland Progress served as a catalyst for bringing together property and business owners in the West End to further develop and refine a vision for the West End area bounded by I-405 and 9<sup>th</sup> Avenue, and Southwest Market and Northwest Couch Streets; and,

WHEREAS the West End Vision Plan establishes goals and recommends actions to enhance the West End as an area to live, work, shop, and play; and,

WHEREAS continued development of the West End as a vital mixed-use neighborhood will provide benefits to the Central City, the City of Portland, and to the Portland Metropolitan area;

NOW, THEREFORE BE IT RESOLVED that the City Council acknowledges and applauds the work of the West End Working Group and Steering Committee and supports the concepts of the West End Vision Plan.

BE IT FURTHER RESOLVED that the City Council directs BOP, PDC, PDOT, and OPDR, to seek the input and advice of interested parties, including the West End Advisory Committee, the West End Steering Committee, the Association for Portland Progress, and other groups and individuals, in the city's review of the West End Vision Plan and the consideration of amendments to the city's policies, regulations, and renewal plans to implement the Plan;

BE IT FURTHER RESOLVED that City Council directs city staff to evaluate the West End recommendations within the context of the Central City as a whole, being cognizant of the City's current goals and policies for the Central City to accommodate housing and jobs, and the objectives of the Central City Transportation Management Plan to improve air quality and to increase transit use;

BE IT FURTHER RESOLVED that City Council directs city staff to identify budget issues and to develop budget proposals for the FY 2000-2002 biennium that may be necessary for additional evaluation and implementation of recommended West End Action items;

BE IT FURTHER RESOLVED that the City Council directs BOP to take the lead, in consultation with PDC, PDOT, OPDR, and other interested city agencies, to develop a coordinated set of recommendations as the city's response to the West End Vision Plan;

BE IT FURTHER RESOLVED that the City Council directs the Bureau of Planning, in consultation with PDOT, OPDR, PDC, and PDOT, to report to the Planning Commission no later than July 2000 with recommendations for action on the specific planning and zoning related proposals in the West End Vision Plan that achieve the housing potential envisioned in the West End Plan consistent with the Comprehensive Plan;

BE IT FURTHER RESOLVED that the City Council directs the Portland Development Commission staff, in consultation with PDOT, BOP, and OPDR, to report back to the Portland Development Commission with recommendations for action on the specific urban renewal and development related proposals in the West End Vision Plan no later than July 2000.

Adopted by the Council, **OCT 13 1999**  
Mayor Vera Katz  
C Briggs  
October 6, 1999

GARY BLACKMER  
Auditor of the City of Portland

By *Betta Olson*  
Deputy

1467

Agenda No.  
**RESOLUTION NO.**  
 Title

35833

Accept the West End Vision Plan created by the West End Steering Committee and direct the Bureau of Planning, Office of Transportation, Office of Planning and Development Review, and the Portland Development Commission to develop a comprehensive evaluation and response to the actions proposed. (Resolution).

INTRODUCED BY Mayor Vera Katz	Filed <div style="text-align: center; font-size: 1.2em;"><b>OCT 8 1999</b></div>
NOTED BY COMMISSIONER	Gary Blackmer Auditor of the City of Portland
Affairs	By <u>Gay Kinsman</u> Deputy
Finance and Administration <i>JK</i>	
Safety	
Utilities	
Works	
BUREAU APPROVAL	For Meeting of
Bureau Planning	Action Taken <input type="checkbox"/> Amended <input type="checkbox"/> Passed to 2nd Reading <input type="checkbox"/> Continued to
Prepared by                      Date CBriggs                              10/6/99	
Budget Impact Review <input type="checkbox"/> Completed <input checked="" type="checkbox"/> Not Required	
Bureau Head    • Deborah Stein, <i>Deborah Stein</i> Interim Planning Director	
(Empty)	

AGENDA		FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS	
			YEAS	NAYS
Consent	Regular <input checked="" type="checkbox"/>	Francesconi	Francesconi	<input checked="" type="checkbox"/>
NOTED BY		Hales	Hales	<input checked="" type="checkbox"/>
City Attorney		Saltzman	Saltzman	<input type="checkbox"/>
City Auditor		Sten	Sten	<input checked="" type="checkbox"/>
City Engineer		Katz	Katz	<input checked="" type="checkbox"/>