

N/NE Quadrant Plan – Draft Outline

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N/NE Quadrant Plan – Chapter 4

Draft Goals, Policies and Implementation Actions

This plan chapter, the heart of the N/NE Quadrant Plan, will be organized into sections addressing each Central City district (the Lloyd District and Lower Albina), as well as the two study areas included in the N/NE Quadrant planning boundary. A **district goal** and **concept diagram** will convey the overarching vision for each district, followed by a series of **policies**, which provide more specific direction on issues associated with the larger goal. The district concept diagrams are currently being developed, therefore are not available with this draft. However, they will be based on the N/NE Quadrant Concept diagrams, which the SAC has reviewed several times.

The policies are organized into topic areas generally consistent with the planning framework developed for the Central City 2035 (CC2035) Concept Plan, which will establish the overall vision and direction for the Central City as a whole. Because issues that apply Central City-wide will be addressed in the CC2035 Concept Plan, the N/NE Quadrant Plan will focus on issues that are unique to its planning area within the Lloyd District and Lower Albina. The policy topics are as follows:

1. Regional Center: Economy and Innovation
2. Housing and Neighborhoods
3. Transportation
4. Urban Design
5. Green Central City

All five policy topic areas are covered for the Lloyd District, however Lower Albina, a largely industrial area, does not have a “Housing and Neighborhoods” section.

Implementation actions, such as regulatory changes, future work items, projects, programs or studies, are proposed for each district and for the two study areas: North Banfield Portal and Vancouver/Williams Corridor. Potential implementers are identified, including public agencies, private and non-profit entities and other community partners. It is anticipated that a lead agency will be identified in the next draft of this document, after additional consultation with the implementing agencies. A list of implementers and abbreviations used in the action tables is provided at the end of this document.

A timeline is provided, with some actions intended to be accomplished with the adoption of the full Central City 2035 plan package, anticipated in 2014. Other actions are intended to be completed 2 to 5 or 6 to 10 years beyond that, and some are ongoing. These timelines are preliminary pending review by bureau managers to ensure they align with their anticipated budget and workload constraints.

Relationship to SAC Goals

As noted above, the draft goals and policies are organized consistent with the CC2035 framework. They were also crafted with the original SAC goals and objectives, developed at the beginning of this process, in mind. Below is a summary of how the SAC goals and objectives have been incorporated into the draft plan policies:

SAC Goals	Draft Plan Policy Areas
Goal 1: A diverse mix of commercial, cultural, entertainment, industrial, recreational and residential uses, including affordable housing.	<i>Lloyd</i> : Regional Center: Economy & Innovation, Housing and Neighborhoods <i>Lower Albina</i> : Regional Center: Economy & Innovation
Goal 2: Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages	<i>Lloyd</i> : Regional Center: Economy & Innovation, Housing and Neighborhoods <i>Lower Albina</i> : Regional Center: Economy & Innovation
Goal 3: Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment.	<i>Lloyd</i> : Housing and Neighborhoods, Urban Design, Green Central City <i>Lower Albina</i> : Green Central City
Goal 4: Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods.	<i>Lloyd</i> : Housing and Neighborhoods, Urban Design
Goal 5: A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system.	<i>Lloyd</i> : Transportation, Urban Design <i>Lower Albina</i> : Transportation
Goal 6: Improve the local circulation system for safe access for all transportation modes within the quadrant and at freeway interchanges.	<i>Lloyd</i> : Transportation, Urban Design <i>Lower Albina</i> : Transportation
Goal 7: Equitable access to community amenities and economic opportunities.	<i>Lloyd</i> : Regional Center: Economy & Innovation, Housing and Neighborhoods <i>Lower Albina</i> : Regional Center: Economy & Innovation
Goal 8: Protection and enhancement of the cultural heritage of the area and its sub-districts.	<i>Lloyd</i> : Housing and Neighborhoods <i>Lower Albina</i> : Urban Design

Lloyd District

District Goal

Foster the growth of the Lloyd District into the intensely urban *eastside center* of the Central City. Capitalize on the district's regional attractions, high quality transit and connections to *create one of the most vital and livable districts in the Central City, with a strong employment base, successful residential community and a variety of urban amenities*. Develop the district as a complete and green community with well-designed *open space*, streets, and high-performance green buildings and infrastructure.

Regional Center: Economy and Innovation

As home to vital regionally-significant facilities, the Lloyd District is an integral part of the Central City today, and its tremendous growth potential means it will contribute to the regional center in a variety of new ways in the future.

These policies and actions will help maintain and grow existing assets in the district, including regional event attractions at the Rose Quarter and Oregon Convention Center, the main street character along Broadway, regional retail uses at the Lloyd Center Mall and a well-established office cluster of professional, medical and government services.

New businesses that balance the episodic nature of the regional event centers and new high-density residential and commercial development in Central Lloyd *and North Broadway* will support job growth and enliven the district.

Policies

1. **Employment.** Support and retain existing businesses while encouraging significant new job growth. Develop the district to support a broad array of employment types that provide living-wage jobs and equitable access to employment opportunities.
2. **Redevelopment.** Encourage high density commercial and residential development and better utilize vacant and underutilized land.
3. **Core Employment Uses.**
 - a. **Office Core.** Maintain and grow the Lloyd District as an employment center for headquarters office, institutions, professional services and the government sector.
 - b. **Regional Attractions.** Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that support and balance the episodic nature of event activity.
 - c. **Retail.** Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the Broadway corridor. Encourage and support retail development on "Retail and Commercial Streets" identified in the district concept diagram.

d. **Civic and Cultural Amenities.** Expand civic attractions in the Lloyd District to complement the district’s tourism, regional attractions and growing residential character. Examples of attractions could include *a convention hotel and centers for arts, culture, history or science.*

4. **Innovation: High Performance Green District.** Promote the Lloyd District as a center for green innovation *and application*, foster job creation in sustainable industries and encourage the incorporation of green technology into businesses and development.

Placeholder Performance Target:

By 2035, add 10,000 new jobs within the Lloyd District.

Based on a 2006 estimate, there are approximately 18,977 existing jobs in the Lloyd District. The addition of 10,000 new jobs would result in a total of 28,977 jobs. This would require a 53% growth in jobs over 20 years.

Implementation Actions: Lloyd District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
RC1	Adjust the Lloyd District and Lower Albina boundaries to include the PPS Blanchard site and adjacent properties to the south and east within the Lloyd District.	X				BPS
RC2	Rezone the PPS Blanchard site and adjacent properties to the east from IG1 to EXd and CXd to encourage future redevelopment. Require a master plan process as part of redevelopment to address street and pedestrian connectivity, open space, views, and the transition to adjacent industrial uses. See zoning map.	X				BPS
RC3	Adjust and increase maximum allowed heights to support high density development, provide public amenities, and encourage desired uses in the following areas (see height map): <ul style="list-style-type: none"> ▪ N. Broadway near the Broadway Bridgehead ▪ Riverfront (“Thunderbird” site) ▪ Central Lloyd area 	X				BPS
RC4	Adjust regulations and incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks (see zoning map).	X				BPS, PDC

Implementation Actions: Lloyd District – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
RC5	Placeholder for Convention Center hotel strategy.		X			Metro, PDC, City, Private
RC6	Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.				X	City, Private
RC7	Market the Lloyd District as a leader in sustainable development and business practices.				X	EcoDistrict, PDC, Private
Additional details for selected action items will be developed and included in a plan appendix.						

Housing and Neighborhoods

The N/NE Quadrant Plan envisions the Lloyd District as a high-density, high-amenity, mixed-use area, with a focus on increasing residential development for a more balanced jobs to housing ratio. Greater housing density will increase the vitality of the district and further citywide and regional goals that encourage housing in areas close to employment centers and well connected to alternative transportation networks.

Areas in which housing development should be emphasized are proposed in the Central Lloyd area, upper Broadway and the eastern edge. Policies and actions promoting a diverse housing mix that is attractive and affordable to a broad range of people will help implement equity and diversity goals put forth in the Portland Plan and the Central City 2035 Plan.

Increased residential density will require amenities and services necessary for residents to meet their daily needs. It is essential that the area develop as a complete neighborhood with convenient and safe access to neighborhood businesses, park and recreation facilities and schools *in a clean and healthy environment*. Development of new open spaces and creating an environment that is supportive of local, neighborhood serving businesses are high priorities. Safe and attractive *regionally available* alternative transportation options, such as walking, biking and taking transit, are also important for promoting healthy lifestyles and meeting climate action goals for reduced green house gas emissions. See the transportation section for policies and actions that support those elements.

Development of housing affordable to low-income households within the district is a priority given that access to a complete neighborhood reduces household transportation costs and provides access to public and private amenities crucial to economic mobility.

The Lloyd District has a diverse history and is well located to serve as eastside civic center for Portland. The design of public spaces, as well as programming within those spaces, should celebrate the history of the place and help build community among those that visit, work and live in the district.

The goal of increased growth and density brings concerns about the potential for displacement of current residents and businesses, which is a concern that applies citywide in areas of growth and change. This plan identifies a need for citywide programs to address potential displacement, reinforcing the recommendations of the Portland Plan.

Policies

1. **Housing Development.** Encourage the development of new housing especially in “housing emphasis areas”. Through greater concentration of housing the district can foster a sense of community and support efficient provision of residential amenities and services.
2. **Housing Diversity and Preservation.** Encourage the development and preservation of a housing supply of unit types and sizes that meets the needs of people of all incomes, ages, *household sizes and special needs*. Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices in the district and in adjacent neighborhoods.
3. **Complete Neighborhood.** Foster development of a complete neighborhood with amenities and services that residents need to meet their daily needs, including access to parks and open space, grocery stores, neighborhood businesses and schools.

4. **Successful Neighborhood Business Districts.** Support and expand local main street business areas within the Lloyd District and in adjacent neighborhoods. Cluster *a diverse mix of* neighborhood scale businesses on the existing Broadway retail corridor and on *new* district retail commercial streets *as a means of concentrating activity and promoting successful retail districts.*
5. **Community Building.** Encourage public spaces, public art and activities that celebrate the history of the district and that help build a community in the Lloyd District and with surrounding neighborhoods.
6. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic and culturally significant structures and places in the Lloyd District.
7. **Displacement.** Support existing residents and businesses within the Lloyd District and in adjacent neighborhoods that are at risk for involuntary displacement.

Placeholder Performance Target:

By 2035, develop 5000 new housing units within the Lloyd District.

Based on a 2008 estimate, there are approximately 1,165 existing housing units in the Lloyd District. The addition of 5,000 units would result in a total of 6,165 units and a jobs to housing ratio of 5:1.

Implementation Actions: Lloyd District – Housing and Neighborhoods						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
HN1	Develop regulatory tools to encourage housing development and the inclusion of affordable housing. Focus on housing emphasis areas (see zoning map). Regulatory options to encourage housing include: <ul style="list-style-type: none"> ▪ Restructuring the FAR/Height base and bonus system ▪ Apply existing tools such as required residential area and residential bonus target area ▪ Changes to superblock regulations ▪ Removing existing housing incentives from the Office Core area 	X				BPS, PHB, BDS
HN2	Rezone the area of RXd zoning in Central Lloyd to CXd to provide flexibility and encourage investment. Apply housing incentives described in HN1 to this area (see zoning map).	X				BPS

Implementation Actions: Lloyd District – Housing and Neighborhoods						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
HN3	Develop affordable rental housing through investment of TIF Set Aside funds and other PHB programs. Possible tools include: Limited Tax Exemption program, System Development Charge Exemption Program.		X			PHB, PDC
HN4	Improve the function and safety of Holladay Park through programming that increases its use and CPTED (Crime Prevention Through Environmental Design) improvements.		X			PPR, Private
HN5	Identify sites for community building activities and pursue projects and activities that support community building, such as weekend markets, cultural programming in parks and public art,		X			EcoDistrict, City
HN6	Support connections between district employers and employee housing within the district through employer-assisted housing programs and coordinated mixed-use development, particularly employer-assisted housing for service-level workers employed within the district.		X			Private, PHB, PDC
HN7	Monitor residential population growth and the related school needs of the district. Encourage space for early education programs in new development.				X	PPS, Private
HN8	Address potential displacement of residents and businesses in the Lloyd District and in adjacent at risk neighborhoods, such as Eliot, through citywide programs. Potential programs include housing and small business assistance programs targeted for areas at risk for displacement. Possible housing tools include: Limited Tax Exemption program, System Development Charge Exemption program, school family housing, and employer assisted housing.				X	PDC, PHB, Office of Equity, BPS,

Additional details for selected action items will be developed and included in a plan appendix.

Transportation

The Lloyd District is well served by a multi-modal transportation system that supports its role as a regional center for retail, business, entertainment, and government. The district has unique regional transportation advantages, including direct connections to the interstate freeway system via I-5 and I-84 and the regional light rail and bus network at the Rose Quarter Transit Center. With the addition of streetcar and continued investments in bicycle and pedestrian systems, the transportation network will provide a solid foundation to support goals for high-density development, greater use of active transportation (walking and biking) modes, and reduced greenhouse gas emissions.

The N/NE Quadrant Plan calls for building upon and enhancing the Lloyd District's transportation assets by: improving the efficiency and safety of traffic operations; maintaining regional *transit, auto and freight* access; enhancing internal circulation and connectivity to adjacent areas, particularly for pedestrians and bicyclists; managing parking to incentivize development and encourage the use of non-auto transportation modes; leveraging street improvements with future development; and *providing strong linkages between the district and the Willamette River. Providing optimum regional access for all modes will be key to realizing the goal of developing the Lloyd District as a high density Central City district and assuring its long-term success.*

Policies

1. **Strategic Investments.** Invest in transportation infrastructure to improve safety, convenience and operational efficiency for all modes by strengthening connectivity and access for trips to, through and within the Lloyd District, and by creating special places for workers, residents, neighbors, shoppers and visitors.
2. **Active transportation.** Encourage walking, bicycling and using transit as a way to increase transportation access and choice, enhance livability and reduce the per capita carbon footprint in the district.
3. **Transportation Demand Management.** *Foster the development of business and property owner-supported programs, incentives and activities that encourage employees and residents to use active transportation and non-single occupant vehicle modes.*
4. **Transit.** Strengthen the role of transit in the Lloyd District by working with TriMet to increase the frequency, reliability and safety of the light rail, bus and streetcar services.
5. **Parking.**
 - a. **Off-Street.** Strengthen the role of parking management to leverage high-density mixed-use development, enhance livability and reduce reliance on single occupancy automobile trips.
 - b. **On-Street.** *Preserve and enhance on-street parking assets to support ground floor commercial, retail and service based business.*
6. **Streetscape.** Improve the pedestrian experience by integrating high-density mixed uses, urban greenery, and pedestrian amenities into the Lloyd District's streetscape.
7. **Connectivity.** Increase the number of connections across barriers in the district, including major arterials, large blocks, freeways, rail lines, and natural features, *and with adjacent neighborhoods.*

8. Transportation System Management. Manage access and circulation to reduce traffic speeds and provide for safe crossings, while balancing the need for *vehicle and freight access to and within the Lloyd District.*

9. Regional Attractions. *Provide access and circulation to and from the Lloyd District that attracts and supports regional development, shopping and tourism. Promote the use of transit to access the area, including light rail, streetcar, bus, and a potential water taxi service.*

Placeholder Performance Target

By 2035, 70 percent of commute trips are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

The current Lloyd District mode split is approximately 44 percent by non-single occupancy vehicle (SOV) for the district. Members of the Lloyd TMA have an improved mode split of 60% non-SOV.

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				PBOT
TR2	Develop and revise parking management strategies to: <ul style="list-style-type: none"> ▪ Incentivize mixed use development through the provision of shared parking facilities. ▪ Address event parking issues through flexible options such as the use of variable pricing and parking management. ▪ Promote use of transit and active transportation modes by reducing the amount of parking spaces per capita in the district over time. 	X				PBOT, TMA, Private
TR3	Update the <i>Lloyd District Standard Plans and Details within the Right-of-Way</i> document to implement the Street and Development Character and Green Systems concepts for the district.		X			PBOT, BPS, BES, PPR/UF

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR4	Study and install additional signalized pedestrian crossings, on-street parking, and reduced speed traffic progression on Martin Luther King, Jr. Blvd. and Grand Avenue.		X			PBOT
TR5	Implement streetscape and circulation changes for Multnomah Street to facilitate a “retail/commercial street” environment.		X			TMA, PBOT
TR6	Implement the final phases of the Broadway-Weidler Corridor Plan, emphasizing pedestrian safety projects and installation of traffic signals at intersections identified in the Plan that are not yet signalized.		X			PBOT
TR7	Install electric vehicle charging stations in the Lloyd District.		X			PDC, PBOT
TR8	Implement the I-5 Broadway-Weidler Interchange Plan improvements.			X		ODOT, PBOT
TR9	Implement a 7 th Ave pedestrian/bike bridge over I-84 connecting to either 7 th or 8 th in the Central Eastside.			X		PBOT, ODOT
TR10	Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9 th Avenue via a new pedestrian/bicycle bridge over I-5.			X		PBOT, BPS, PDC, ODOT, EcoDistrict, Private
TR11	Complete the North Portland Greenway Feasibility Study and Sullivan’s Gulch Trail Concept Plan and implement their recommendations.			X		PPR, PBOT, Private
TR12	Study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N Broadway area and PPS Blanchard site.			X		TriMet, PBOT, BPS
TR13	Confirm the benefits and feasibility of straightening the “s-curve” in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the “Thunderbird” site. See related action UD8.			X		ODOT, UPRR, Private, BPS, PDC

Implementation Actions: Lloyd District – Transportation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR14	Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local and river access, movement and development opportunities			X		TriMet, TMA, PBOT, BPS, PDC, Private
TR15	Explore water transportation options, including a Willamette River water taxi, and investigate the feasibility of a landing in the Lloyd District. Such a landing should include a safe and direct pedestrian connection to the Convention Center and the Rose Quarter.			X		OHWR, PBOT, BPS, PPR, Private
TR16	Expand the Central City wayfinding system in the Lloyd District to include river destinations and other local and regional attractions.			X		OHWR, PBOT, PPR, Private
TR17	Continue City of Portland partnership with the Lloyd Transportation Management Association (TMA) to encourage workers and residents to use transit and active transportation modes.				X	PBOT, TMA
Additional details for selected action items will be developed and included in a plan appendix.						

Urban Design

These policies and actions will enable the Lloyd District to offer a set of unique, human-scaled urban experiences different compared to the west side of the Central City. The area features a series of existing places with established character that will be strengthened around a revitalized and redeveloped Central Lloyd area. The Central Lloyd area will include more high-rise office buildings and a new, high-density residential district, organized around a signature system of linked open spaces and supported by a network of diverse streets. *The high-quality transit service in the area provides an opportunity to shift the Lloyd District from a focus on auto access and auto-oriented uses, to a more pedestrian-oriented development pattern and streetscape.*

The large blocks in the Lloyd District are part of a distinctive urban pattern that allows for larger buildings and unique public spaces including courtyards, plazas and parks. These open spaces will be linked by a system of pathways, multi-use trails and quiet streets that *are enhanced with vegetation and* together create a set of lower stress and quieter routes, and an alternative to the busy arterials through the district. New low stress connections across freeways to the west and south will strengthen connections to the rejuvenated Rose Quarter, the PPS Blanchard site, the Willamette River and the Central Eastside.

The Lloyd District includes a number of entry points or “gateway” locations, such as the *Broadway and Steel Bridgeheads, the Lloyd Center* station area and the crossroads intersection of MLK/Grand and Broadway/Weidler. These will be reinforced by buildings taller than the surrounding context that emphasize the civic significance of these places. At its edges, the scale of new development in the Lloyd District will provide as transition to established lower density neighborhoods and historic districts *by providing a “step down” to adjacent neighborhoods and by considering the form and pattern of existing development in the review of new development proposals.*

Policies

1. **Diverse and Distinctive Urban Places.** Focus more intense development in the Central Lloyd area and Rose Quarter while enriching the entire district through strengthening the distinct character of the existing Lloyd District subareas.
2. **Better Connected District**
 - a. **More Seamless Connections.** Improve the character of connections across transportation barriers in the district - freeways, major arterials and *rail* facilities.
 - b. **Variety in Street Character.** Expand the diversity of street character in the Lloyd district, distinguishing three major types: retail/commercial, boulevard and flexible/pathways.
3. **Large Blocks.** Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd District. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.
4. **Open Space.** *Develop a signature system of linked open spaces that serves the Central Lloyd area, becomes a primary organizing structure for new development, and offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.*

5. **Riverfront Development.** *Encourage development along the Willamette River that activates the riverfront, better connects the riverfront to the rest of the district and surrounding neighborhoods, improves visual and physical access to the river, and enhances natural resources.*
6. **Pedestrian-Oriented Development.** Discourage new automobile-oriented uses and encourage the eventual redevelopment of surface parking lots and drive-throughs *with pedestrian-oriented development.*
7. **Transition to Adjacent Neighborhoods.** Provide sensitive transitions in the scale *and pattern* of development between higher density development encouraged in the Lloyd District and adjacent lower density neighborhoods and historic districts.

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1	Update Title 33 Zoning Code development regulations and maps to implement the district concept. Potential regulations to be amended include: heights, active ground floor building uses, required building lines, drive-through limitations, and auto access restrictions related to street car.	X				BPS
UD2	Revise height regulations along Broadway within the Irvington Historic District to allow a maximum height of 75 feet on the north side of Broadway (between Broadway and Schuyler). No height bonuses will be available in this area.	X				BPS
UD3	Develop regulatory tools to encourage the provision of open space, including public open space, publicly-accessible private open space on large blocks, and multifunctional private courtyard spaces with new high density residential development. Possible tools include: height/FAR bonus incentives, superblock regulations, and master plan requirements.	X				BPS, BDS, PPR

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD4	Evaluate existing view designations and potential new view designations in the Lloyd District as part of a Central City-wide analysis of scenic resources. Existing Lloyd District view corridors to be examined for potential changes include the views of downtown from the 12 th Ave bridge and from Lillis Albina park.	X				BPS
UD5	Develop a strategy to acquire, masterplan, build and improve public parks, plazas and open spaces consistent with the district concept diagram and policies.		X			PPR, BPS, PDC
UD6	Update the Lloyd District’s 1991 design guidelines: <i>Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan</i> to reflect the district concept including: <ul style="list-style-type: none"> • Street character and relationship of development to streets and transit • Connections through development sites • Relationship of development to private and public open spaces • Building orientation • Incorporating green elements, native vegetation, bird-friendly design and green infrastructure in development • Transitions to adjacent neighborhoods 		X			BPS, BDS, BES, PBOT
UD7	Create and promote a strategy to activate public open space, rights-of-way and surface parking lots during off hours to bring in new people, interests and energy to the district.		X			EcoDistrict, TMA, Private, PPR, PBOT, BPS, PDC

Implementation Actions: Lloyd District – Urban Design						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD8	<p>Work with the property owner/developer of the “Thunderbird” site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront.</p> <p>Continue to work with ODOT rail and Union Pacific to ensure that any plans to relocate the rail tracks in the area maintain access, the development potential of the site and provide park and riverbank enhancement opportunities. See related action TR13.</p>		X			PPR, PDC, BPS, ODOT, Private
UD9	Enhance the pedestrian and cycling environment under the I-5 Freeway at NE Multnomah and Holladay Streets.			X		PBOT, TriMet, ODOT, TMA
Additional details for selected action items will be developed and included in a plan appendix.						

Green Central City

The combination of significant potential for new development, *extensive transit, pedestrian and bicycle networks* and the formation of the Lloyd EcoDistrict presents a unique opportunity to dramatically improve environmental conditions within the Lloyd District and help meet Portland's broader sustainability goals. This plan capitalizes on that potential by promoting district-wide sustainability strategies that result in a *"high-performance" green district that has significantly improved environmental performance*. The plan calls for *green buildings*, green infrastructure and sustainable design to be integrated with new development in order to improve air quality, water quality, watershed health, habitat, resource conservation, *climate* and livability.

A key component to realizing the goals for green development in the district will be to better use of space within public rights-of-way for sustainable stormwater strategies and increased tree canopy that absorb and clean water, provide habitat for birds and pollinators, and provide shade. Boulevards, flexible streets and water quality/tree canopy corridors have been identified to provide this function. Opportunities to enhance existing natural resources and improve habitat have also been identified within Sullivan's Gulch and along the Willamette River bank. Individual projects are also encouraged to incorporate green features, such as ecoroofs and energy efficiency.

This plan embraces the formation of the Lloyd Eco-District and supports its goals for *restorative development that improves environmental conditions, a connected district, and to be climate positive*. To this end, the district concept is considered a starting place that will be refined and added to as the EcoDistrict priorities are developed in the coming years.

While this policy area primarily focuses on integrating green features into development, it should be noted that the built form envisioned for the district—high density, mixed-use development that is well served by transit and facilities for biking and walking—will also make a significant contribution to sustainability goals. This will encourage the use of *active* transportation modes, thereby reducing emissions and energy use and increasing the efficiency of urban services.

Policies

1. **High-Performance Green District.** Promote innovation and leadership in the Lloyd District in the areas of sustainable *and restorative* development, energy efficiency, water conservation, waste reduction *and climate change resiliency*. Support partnerships that facilitate district-wide strategies.
2. **Green Infrastructure and Tree Canopy.** Increase tree canopy and the use of vegetated stormwater facilities in Lloyd District rights-of-way particularly on designated "boulevards", "flexible streets" and "tree canopy/water quality corridors". Encourage the use of green elements and *habitat-friendly design* on development sites, including ecoroofs and other vegetated stormwater approaches, roof gardens, landscaped setbacks and courtyards, living walls, and native vegetation.
3. **Green Buildings and Energy.** Encourage the development of high performance buildings, *renewable energy systems*, district energy, and energy retrofits that reduce greenhouse gas emissions.
4. **Willamette River Resources.** Protect and enhance natural resources along the banks of the Willamette River to prevent erosion and improve habitat functions and connectivity, while *also*

meeting Citywide goals and policies regarding recreation, views, access to the river, and riverfront development.

- Sullivan’s Gulch.** Protect and enhance *natural resources within* Sullivan’s Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, and maintain and enhance views, while providing flexibility to incorporate a recreation trail.

Placeholder Performance Target

By 2035, trees are planted within the Lloyd District sufficient to achieve 15 percent canopy coverage once the trees mature.

The current tree canopy coverage in the Lloyd District is 10 percent. To achieve 15 percent coverage, approximately 19 additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lloyd District – Green Central City						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1	Evaluate natural resource protection and management options for Sullivan’s Gulch and the Willamette River bank as part of the Central City-wide natural resource analysis (Goal 5 ESEE analysis). Possible tools include regulations, incentives, agreements, partnerships and acquisition.	X				BPS, BES, OHWR
GC2	Identify sites for restoration as part of the River Plan/Central Reach process. Potential sites could include the area of shallow water near the I-5/I-84 interchange and the riverbank adjacent to the “Thunderbird” site.	X				BPS, BES, OHWR
GC3	Explore approaches to improve the environmental performance of the district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.		X			BPS, BDS, BES, EcoDistrict
GC4	Investigate opportunities for serving the PPS Blanchard site with district energy.		X			PDC, BPS, PPS

Implementation Actions: Lloyd District – Green Central City						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC5	Design and implement a water quality/tree canopy corridor project within the Lloyd District.			X		BES, PBOT, BPS, PPR/UF, PDC, OHWR
GC6	Develop and implement a street tree planting strategy for the Lloyd District.			X		PPR/UF, BES, BPS, PBOT, Private
GC7	Identify and improve underutilized space within public rights-of-way (e.g. along I-5, I-84, Interstate Ave) to increase tree canopy, habitat value and stormwater function.			X		BES, PBOT, PPR/UF, ODOT
GC8	Develop a management strategy for Sullivan’s Gulch and the Willamette River shallow water habitat area. Incorporate re-vegetation, trail development, environmental education, and maintenance.			X		BES, PBOT, PPR, OHWR, BPS, ODOT, Private
GC9	Continue to support the Lloyd EcoDistrict work program.				X	EcoDistrict, City
GC10	Coordinate capital improvements and “green systems” planning with the work of the Lloyd EcoDistrict.				X	City, EcoDistrict
GC11	Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.				X	PBOT, ODOT, PDC
GC12	Use green infrastructure measures to improve the water quality of stormwater discharged to the Willamette River and to reduce the risk of sewer backups into basements.				X	BES, PBOT, Private
Additional details for selected action items will be developed and included in a plan appendix						

Lower Albina

District Goal

Strengthen Lower Albina as an industrial and employment area by reinforcing the working harbor and providing for diverse employment and development opportunities. Enliven the historic Russell Street Conservation District and the adjacent MAX station area with mixed-use and commercial activities *that are compatible with industrial and employment uses.*

Regional Center: Economy and Innovation

Lower Albina plays a key role in the Central City and the region as a center of industrial employment. It serves as a critical incubator for emerging and innovative businesses and provides an important living-wage job base near inner North and Northeast neighborhoods. The district's mix of industrial businesses, working waterfront and multimodal freight facilities are complemented by a small mixed-use commercial area along lower Russell Street, where retail activity is especially active at night.

The policies and action items in this plan are intended to build on the strength of the district's existing industrial fabric and provide additional flexibility for commercial uses that are compatible with industrial businesses and increase employment density. *Housing is currently allowed within the Russell Street Conservation District, which is zoned for mixed use. The plan proposes to extend the mixed use zoning east on Russell, however new housing will not be allowed in that area.*

Policies

1. **Working Harbor.** *Protect* the Lower Albina working harbor and support river-dependant uses.
2. **Industry and Employment.** Increase economic opportunities, living-wage jobs and employment density by preserving existing industrial land uses and diversifying the range of employment activities allowed in the area east of the Union Pacific railroad and near the MAX station.
3. **Incubator.** Support existing businesses and foster the district as an industrial and employment incubator.
4. **District Vitality.** Support the urban vibrancy of Russell Street and its unique blend of working daytime industrial activity with compatible nighttime restaurant and entertainment activity.

Placeholder Performance Target:

By 2035, add xx new jobs within Lower Albina.

Based on a 2006 estimate, there are approximately 2,712 existing jobs in Lower Albina. The addition of xx new jobs would result in a total of xx jobs. This would require a xx% growth in jobs over 20 years.

Implementation Actions: Lower Albina – Regional Center: Economy and Innovation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
RC1	Adjust the Lower Albina subdistrict boundary to exclude the PPS Blanchard site and adjacent properties to the south and east, placing them within the Lloyd District.	X				BPS
RC2	Rezone properties east of the Russell St. Conservation District fronting Russell Street from IG1d to EXd. Set max FAR at 3:1 and maximum height at 50'. Prohibit housing in this area.	X				BPS
RC3	Apply zoning provisions to IG1-zoned properties east of the Union Pacific railroad alignment that allow certain compatible office-like uses, similar to the Employment Opportunity Subarea regulations in the Central Eastside.	X				BPS
RC4	Identify potential brownfield sites and identify clean-up and redevelopment strategies to bring them back into economic use.		X			BPS, PDC, BES, Private
RC5	Placeholder for small business assistance, such as storefront grants, Development Opportunity Services grants, and loans for tenant improvements, start-up and equipment.				X	PDC

Additional details for selected action items will be developed and included in a plan appendix.

Transportation

Lower Albina is located at the southern end of the North Willamette River working harbor area, the northern end of the Central City, and adjacent to historic streetcar neighborhoods. As a predominately industrial area, freight movement associated with the working harbor, freight railroad, and trucks are essential for the economic vitality of this district, *City and region*. Its location within the Central City also provides for transit, bicycle and walking facilities for workers, shoppers, and visitors to the district. To sustain the vitality of Lower Albina, maintenance and continued improvement of the multi-modal transportation system will be important.

Policies

1. **Freight System.** Prioritize freight movement and access while maintaining and improving the safety, efficiency and convenience of the transportation system for all modes.
2. **Multi-Modal Connectivity.** Improve connectivity through the district and strengthen connections to adjacent districts, including the Rose Quarter, the Vancouver/Williams Corridor and Mississippi Avenue. *Improve pedestrian connections to Interstate MAX and bus service to enhance access to employment opportunities in the area.*
3. **Rail and Marine.** Preserve rail and inter-modal access to the Albina Rail Yards, marine freight facilities *and local industries.*
4. **Freeway Access.** *Maintain or improve access from industrial areas to the regional freeway system.*
5. **Strategic Investments.** Encourage business creation, growth, and innovation through strategic public and private partnership investments in multi-modal transportation and parking infrastructure.

Placeholder Performance Target

By 2035, 40 percent of commute trips in Lower Albina are by non-single occupancy vehicles (transit, walking, bicycling and carpooling).

The current Lower Albina mode split is approximately 18 percent by non-single occupancy vehicle (SOV) for the district.

Implementation Actions: Lower Albina – Transportation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR1	Explore ways to adopt the Street and Development Character concept, including three street types: retail/commercial, boulevard and flexible/pathways. This may include updates to the Transportation System Plan Street Design Classifications.	X				PBOT

Implementation Actions: Lower Albina – Transportation						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
TR2	Complete the North Portland Greenway Feasibility Study and implement its recommendations in Lower Albina, based on the ability to acquire agreements by private property owners.			X		PPR, PBOT, BPS
TR3	Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.			X		PBOT, PPR
TR4	Develop a street design plan for the "the Strand" between N. Russell Street and the Rose Quarter, including alternative approaches for the privately owned block in a way that maintains freight access.			X		BPS
TR5	Rebuild N River Street from the Tillamook overpass to Essex Street.			X		PBOT
TR6	Study the need for pedestrian improvements to facilitate employee access to transit on Russell, Interstate and Broadway/Weidler.			X		PBOT, TriMet
TR7	Enhance and maintain streets in working condition to facilitate access and circulation in the district.				X	PBOT

Additional details for selected action items will be developed and included in a plan appendix.

Urban Design

Lower Albina has a rich and varied fabric of largely industrial and employment buildings, especially within the Russell Street Conservation District. As the character of Lower Albina is not expected to change dramatically, these policies and actions are intended to strengthen its existing urban forms and patterns and offer guidance for the integration of new development that is sensitive to this significant industrial area.

Repurposing and reconfiguring spaces underneath freeways to the north and east will offer an expanded range of recreational opportunities and a more attractive set of connections between employment centers and mixed use neighborhoods, *in addition to enhancing the district's function as a "gateway" into the Central City from North Portland. The plan calls for a "Strand" that would provide an additional north/south connection to provide for a lower stress connection between the Russell Street commercial area and the Rose Quarter. The Strand is envisioned as a wayfinding system, coupled with pedestrian and bicycle enhancements that are compatible with industrial operations. It could also celebrate the industrial heritage of the district through public art, murals and historical markers along its path (also see related Transportation policies and actions).*

Policies

1. **Historic and Cultural Resources.** Preserve, rehabilitate and celebrate historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community inventory.
2. **Russell Street.** Strengthen the character of Russell Street between Lower Albina and the Vancouver/Williams Corridor with new mixed uses, rehabilitated *buildings* and a nighttime orientation.

Implementation Actions: Lower Albina – Urban Design						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD1	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			AHC, BPS
UD2	Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.		X			BPS, BDS
UD3	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.			X		City, ODOT

Implementation Actions: Lower Albina – Urban Design						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
UD4	Improve the character of N Russell under the freeway. Consider lighting improvements, public art, sustainable landscaping and stormwater management, and screening of adjacent City-owned storage yards.			X		City, ODOT
Additional details for selected action items will be developed and included in a plan appendix.						

Green Central City

The Central City 2035 Concept Plan calls for increasing energy efficiency, enhancing natural resources and habitat, improving air and water quality and expanding the use of green infrastructure central-city wide. While the Lower Albina area will continue to be a primarily industrial district, there are opportunities for achieving these goals through incremental improvements to the riverbank, adding green infrastructure to rights-of-way where they don't conflict with industrial operations, and encouraging the use of sustainable design in new development or remodels. *Increasing green building and infrastructure within the district will also contribute to business development by making the area more attractive to tenants and employees.*

Policies

1. **Willamette River Resources.** Support the natural resource protection and enhancement objectives of the River Plan / North Reach, where they apply to Lower Albina.
2. **Sustainable Design.** Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, *habitat-friendly design*, energy efficiency improvements, and alternative energy generation.

Placeholder Performance Target

By 2035, trees are planted within Lower Albina sufficient to achieve 10 percent canopy coverage once the trees mature.

The current tree canopy coverage in Lower Albina is 6 percent. To achieve 10 percent coverage, approximately 7 additional acres of canopy would need to be added through tree planting and growth of existing trees.

Implementation Actions: Lower Albina – Green Central City						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC1	Revise, adopt and implement the River Plan / North Reach, to provide more specific river-related policy guidance and regulations within the North Reach, which includes Lower Albina.		X			BPS
GC2	Develop and implement a strategy to install trees and sustainable stormwater facilities to existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses.			X		BES, PPR/UF, PBOT, ODOT, Private

Implementation Actions: Lower Albina – Green Central City						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
GC3	Explore approaches to improve the environmental performance of the industrial district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy.			X		BPS, BDS, BES
GC4	Target outreach to industrial businesses regarding sustainable business practices.				X	BPS
Additional details for selected action items will be developed and included in a plan appendix.						

Study Areas

Two areas adjacent to the N/NE Quadrant are included in the plan’s study area: the North Banfield Portal and the Vancouver/Williams Corridor. They are included because of the potential for land use and transportation proposals in the quadrant to affect them and because community members asked the Bureau of Planning and Sustainability to address long-identified land use and zoning issues in these areas.

Each study area has proposed action items intended to further objectives identified in the planning process, primarily zoning changes to encourage new development *or support existing uses*. However, these areas will remain outside of the Central City boundary and therefore no new policies are proposed.

North Banfield Portal

The North Banfield Portal is the eastern gateway to the Lloyd District, at the transition from the Central City’s higher density commercial and residential development to lower density residential in the Sullivan’s Gulch neighborhood.

Sullivan’s Gulch provides valuable natural resources in *central Portland where habitat areas are less common*. Enhancement of the Gulch resources and development of the Sullivan’s Gulch Trail will increase connectivity for both wildlife and pedestrians and bikes, connecting the Willamette River with areas to the east. New redevelopment opportunities along Multnomah will bring additional residents and new neighborhood-oriented commercial services to the area. *The Sullivan’s Gulch Trail offers a unique opportunity to enhance and strengthen transportation options in the Lloyd District and Sullivan’s Gulch neighborhood by incorporating bike and pedestrian linkage to existing MAX, auto, bus, and streetcar options in the area.*

The N/NE Quadrant Plan will increase flexibility and encourage neighborhood-serving mixed-use development, including housing, in this area by proposing a change in zoning. The current zoning is primarily residential (RH), with a small area of office zoning (CO1). The current zoning presents a potential obstacle to development because it is restrictive in use and it creates site planning challenges due to development standards that vary across the site.

Implementation Actions: North Banfield Portal						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
NB1	Apply CXd zoning to the sites south of Multnomah St. and west of NE 21 st Ave. Existing environmental conservation (c) overlay zoning will remain.	X				BPS

Implementation Actions: North Banfield Portal						
#	Action	Timeline				Implementers
		CC2035 (2014)	2 - 5 Years	6 – 20 Years	Ongoing	
NB2	Evaluate natural resource protection and management options for Sullivan’s Gulch as part of the Central City-wide natural resource analysis (Goal 5 ESEE analysis). Possible tools include regulations, incentives, agreements, partnerships and acquisition.	X				BPS, BES
NB3	Complete the Sullivan’s Gulch Trail Concept Plan and implement the trail connection through the area.			X		PPR, PBOT, Private

Additional details for selected action items will be developed and included in a plan appendix.

Vancouver/Williams Corridor

The Vancouver/Williams Corridor is in the Eliot neighborhood, a part of the Albina Community Plan area, adjacent to the Central City. This area is included in the N/NE Quadrant Plan study area because of its proximity to potential reconfigurations of nearby freeway over-crossings and long-standing concerns about an area of residential zoning, which contains non-conforming commercial uses and *does not allow* mixed-use redevelopment. It also contains a number of buildings identified in the Bosco-Milligan Foundation’s Cornerstones of Community inventory of African-American cultural resources.

This area will remain outside of the Central City and no changes to existing Albina Community Plan policies that govern it are proposed. The primary proposed action is to rezone an area of existing RH zoning to EXd. This additional land use flexibility will support mixed-use development, reinvestment in existing non-conforming employment uses, and the rehabilitation of cultural resources.

Implementation Actions: Vancouver/Williams Corridor						
#	Action	Timeline				Implementer
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW1	Rezone portions of 4 blocks between I-5 and N Williams from RH to EXd.	X				BPS

Implementation Actions: <i>Vancouver/Williams Corridor</i>						
#	Action	Timeline				Implementer
		CC2035 (2014)	2 - 5 Years	6 - 20 Years	Ongoing	
VW2	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.		X			AHC, BPS,
VW3	Ensure that any reconfiguration of surface streets in conjunction with I-5 freeway improvements maintain and enhance connectivity of the surface street system between and within the N/NE Quadrant and the Eliot neighborhood and minimizes traffic impacts on the Eliot neighborhood.			X		ODOT, PBOT, BPS
Additional details for selected action items will be developed and included in a plan appendix.						

Implementer List

Implementers listed in Implementation Action Tables	
AHC	Architectural Heritage Center
BDS	Portland Bureau of Development Services
BES	Portland Bureau of Environmental Services
BPS	Portland Bureau of Planning and Sustainability
City	City of Portland
EcoDistrict	Lloyd EcoDistrict
TMA	Lloyd Transportation Management Association
Metro	Metro
OE	Portland Office of Equity
ODOT	Oregon Department of Transportation
OHWR	Portland Office of Healthy Working Rivers
PBOT	Portland Bureau of Transportation
PCC	Portland Community College
PDC	Portland Development Commission
PHB	Portland Housing Bureau
PPR	Portland Bureau of Parks and Recreation
PPR/UF	Portland Bureau of Parks and Recreation/ Urban Forestry
PPS	Portland Public Schools
Private	Private property owners, businesses or non-profits
TriMet	TriMet
UPRR	Union Pacific Railroad